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ABSTRACT

This is the second of five volumes of essays in the form of recommendations for the improvement of programs, services, and activities offered through vocational-technical education in North Carolina. The volume explains the rationale for, and comments on, 18 recommendations prepared by the State Advisory Council on Vocational Education for fiscal year July 1986-June 1987. Topics covered by the 18 resolutions are the following: (1) the status of student financial aid in North Carolina; (2) offering vocational education activities at any grade level; (3) amending the Community College Act (1963) to designate all postsecondary education institutions as community colleges; (4) vocational education's role in dropout prevention; (5) providing high quality vocational education; (6) student counseling needs; (7) the Vocational Education Study; (8) improving coordination between educational delivery systems; (9) salary ranges of community college presidents; (10) upgrading the competencies of vocational education teachers; (11) industry-education councils; (12) legislative policy for school guidance; (13) qualifications for automobile mechanics teachers; (14) appointing people with business/industry experience to vocational advisory councils; (15) education for noncertified personnel; (16) evaluation of the dual enrollment policy; (17) limiting educational administration costs; and (18) appointing a vocational education student to the state board of education. (KC)

A COLLECTION OF ESSAYS:
Recommendations Related to Education in General and Vocational-Technical Education in Particular

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VOLUME II:
JULY, 1986 - JUNE, 1987

WHERE DO WE GO FROM HERE?

Developed by
The North Carolina Advisory Council on Vocational Education
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PREFACE

One of the duties of the State Advisory Council on Vocational Education is to give advice to the Governor, the business community, the general public and to the state's education boards on what might be done to improve the quality of programs, services and activities offered through vocational education. In implementing this assignment of federal law under the Carl D. Perkins Vocational Education Act, P.L. 98-524, as amended, the State Advisory Council has issued a number of recommendations over its existence of twenty years.

The rationale for each recommendation of the State Advisory Council on Vocational Education, by fiscal year since 1985-86, has been compiled. This is the second of five volumes of essays in the form of recommendations that have been organized by topic and printed in one place. It should be noted, however, that an earlier document under the title *A Compendium of Reports, Policy Statements, Studies, and Other Activities Since 1969* was issued in July, 1986. The document includes all of the recommendations from 1970, when the State Advisory Council issued its first Annual Report, to 1985 as well as responses to the recommendations, if known.

The members of the State Advisory Council on Vocational Education and I hope those who read this volume will benefit from that experience.

E. Michael Latta
May, 1990

INTRODUCTION

While there is no legal obligation for the State Advisory Council on Vocational Education to do so, an annual report is published at the end of each fiscal year. In each annual report, the recommendations of the State Advisory Council on Vocational Education for that particular fiscal year are included. However, the full rationale for the recommendations are not included. The purpose of this volume is to bring together each recommendation for a specified fiscal year along with the rationale for each recommendation.

This volume covers fiscal year July, 1986 - June, 1987, under the annual report title of *Where Do We Go From Here?*

SECTION 1

Lack of money should not be the reason keeping a citizen from attending college.

The Raleigh Times, Fri., May 23, 1986 • 17-A

College career shifts blamed on big jump in indebtedness

NEW YORK (AP) — Today's undergraduates are turning away from liberal arts for more lucrative majors such as business and engineering at least partly because of a huge rise in student indebtedness, a new study concludes.

The shift from liberal arts to career-related majors "has been attributed to a 'me generation' more preoccupied with self than with fellow man. But this may simply reflect the students' concern about their indebtedness and a hard-headed recognition that the job market is changing," said the survey released Thursday by The Carnegie Foundation for the Advancement of Teaching.

Average indebtedness among students borrowing for college nearly quadrupled from 1975 to 1984, rising from $2,100 to $7,900 based on student responses and adjusted for inflation. During that decade, the proportion of undergraduates borrowing to pay for college rose from 11 percent to 30 percent.

"The high cost of college makes it necessary for students to depend increasingly on outside support, including loans, and there is some evidence that those with sizable debts tend to concentrate in fields where they can expect high starting salaries," it said.

Student debt has soared since the 1970s because of the rapid growth in federal student loan programs, the increasing tendency of colleges to make loans rather than scholarships or grants, and because tuitions have been rising faster than inflation for the past six years.

The Carnegie survey suggested that hard economic realities may be steering students into fields of study and, eventually, careers that are not their first choices.

Only about a third of those surveyed who said they expected careers in either engineering science or computer science, both of which offer relatively high starting salaries, said those were the fields they were most interested in.

Of the 19 percent who said they planned to enter business, only 47 percent said that was their first choice of careers.

By contrast, of the two percent who said they expected to enter the music field, 83 percent called music their first passion.

The Carnegie report appears in the May-June issue of Change: The Magazine of Higher Learning published by the American Association of Higher Education. It includes data on student finances released for the first time from a national survey conducted in the spring of 1984 of 5,000 college students. The survey had a sampling error of about 3 percent.

"With students currently taking on $7,000 to $10,000 in loans during their college years, it is not surprising that the percentage of students who say they 'worry a great deal' about job prospects after graduation rose from 13 percent in 1975 to nearly 20 percent in 1984," said the report.

Adopted by the
State Advisory Council on Vocational Education
August 29, 1986

A LOOK AT STUDENT FINANCIAL AID IN NORTH CAROLINA

The State Constitution declares that "The people have a right to the privilege of education and it is the duty of the state to guard and maintain that right." In response to this constitutional requirement, the state, through appropriations made by the General Assembly, spends approximately 65 percent of the General Fund on education, including support for the public schools, the community colleges, and the colleges and universities in the state.

Throughout the history of postsecondary education in the state, two primary methods have been used to "guard and maintain" "a right to the privilege of education." Those two methods have been (1) low tuition for students and (2) financial aid for students. As to the method of low tuition for students, this method has constitutional support, as the State Constitution requires "The General Assembly shall provide that the benefits of The University of North Carolina and other public institutions of higher education, as far as practicable, be extended to the people of the state free of expense" (underlining for emphasis). As to the method of financial aid, this method of providing financial assistance for students has a long tradition in this state. For example, the State Constitution requires under Article IV, Sec. 10 entitled "Escheats" that:

> (1) Escheats prior to July 1, 1971. All property that prior to July 1, 1971, accrued to the State from escheats, unclaimed dividends, or distributive shares of the estates of deceased persons shall be appropriated to the use of The University of North Carolina.
>
> (2) Escheats after June 30, 1971. All property that, after June 30, 1971, shall accrue to the State from escheats, unclaimed dividends, or distributive shares of the estates of deceased persons shall be used to aid worthy and needy students who are residents of this State and are enrolled in public institutions of higher education in this State. The method, amount, and type of distribution shall be prescribed by law.

Notwithstanding the State Constitution's support for postsecondary education, the General Assembly has acted to raise the tuition and fees at all of the public postsecondary institutions several times in the last decade. In addition to this fact, much has been written and said during the last several years about the decline in student financial aid, especially from the federal government. The State Advisory Council on Vocational Education, hereinafter called The Council, has therefore undertaken to examine the student financial aid picture in the state. The Council also decided to review the student financial aid situation because in 1982 The Council recommended that all of the student financial aid programs administered by the state be examined so as to "... develop an integrated and consistent financial assistance system which will meet the needs of North Carolina's students." Since that time, little attention has been given to this topic.

In view of the various media statements about the probable cut-back in federal student financial aid for students and the rising cost of attending postsecondary education institutions, The Council believes it is reasonable to ask "how many financial aid programs are available to students in our state, and what kind of financial aid support is available?" To answer this question, The Council has limited its review to available state-level data.

Question: How many state agencies administer one or more student financial aid programs?

Answer: There are seven state agencies. The predominant state agency is the:

1. Board of Governors of the University of North Carolina. While the Board of Governors administers four (4) student financial aid programs, the State Education Assistance Authority (SEAA), a unit of the Board of Governors — which cooperates with the College Foundation, Inc. (a nonprofit, nongovernmental agency) — is generally considered the lead student financial aid office in the state. The other state agencies are:
2. Department of Community Colleges.
3. Department of Crime Control & Public Safety.
4. Office of State Budget (Governor's Office).
5. Department of Administration.

6. Department of Human Resources.
7. Department of Public Education.*

Question: What student financial aid programs are administered by these agencies?

Answer: See Appendix I. The SEAA administers eight (8) different student financial aid programs. Note that the student financial aid is composed of scholarship or grant programs, and that three (3)** programs (out of the 8) are identified as financed with public funds. (Information provided by SEAA.) These three (3) are state supported financial aid programs. They are the (1) Dental Scholarships, (2) Medical Scholarships, and (3) the Legislative Tuition Grant Program.

See Appendix II.*** Note that the remaining student financial aid programs are administered by other state agencies. (Information provided by SEAA.) As noted on Appendix II, only one program, the State Contracted Scholarship Program, is considered by the SEAA as a student financial aid program. The other programs, ten (10) in number, are identified as "Manpower or Special Benefit Programs that Use Student Aid as a Delivery Technique."

Question: What other agencies in the state provide student financial aid?

Answer: A variety of other agencies, primarily private organizations, provide financial aid.

Question: How much money was used for student financial aid for school years 1982-83, 1983-84, and 1984-85?

Answer: According to data published under the heading of "Financial Aid" in the Statistical Abstract of Higher Education, the amount was:

Approximately $237 million in 1982-83.
Approximately $263 million in 1983-84.
Approximately $277 million in 1984-85.

*The General Assembly by enacting Chapter 1014, House Bill 2055, created effective July 1, 1987 a "North Carolina Teaching Fellows Commission" to administer the "Teaching Fellows Program" by a nonprofit, nongovernmental agency, the Public School Forum. This action by the General Assembly abolishes the "Scholarship Loan Fund for Prospective Teachers" and creates the "Teaching Fellows Program." Notwithstanding this action, the Department of Public Education through its Division of Vocational Education may continue to underwrite prospective vocational education teachers with the use of federal funds made available through the Carl D. Perkins Vocational Education Act. In addition, the Clyde A. Erwin Scholarship will still be administered by the Department of Public Education.

**Since this list was provided by SEAA, another program has been assigned to the SEAA. This program is entitled the Carl D. Perkins Scholarship Program (not to be confused with the one mentioned at the asterisk[*] above.)

***While Appendix 2 shows the Department of Community Colleges with one Scholarship Program, the department actually has six (6) additional scholarship programs, for a total of seven (7).

(See Appendix III. This appendix was developed by The Council to summarize the data from the Statistical Abstracts.)

Question: Does Appendix III contain all of the various types of financial aid available for student support in the state?

Answer: That depends on one's definition of student financial aid. If one reviews only the data that is published under the heading of "Financial Aid" in the Statistical Abstract of Higher Education in North Carolina for any year, a significant amount of student financial aid will be missed.

Question: Using a broad definition of student financial aid, what other programs and financial support are available to students in the state?

Answer: Appendix IV reveals four (4) other programs (data provided by the SEAA, but not published). From these programs, in 1982-83 additional student financial aid was available in an amount exceeding $74 million; for 1983-84, the additional aid exceeded $65 million; and for 1984-85, the additional student financial aid exceeded $65 million.

Question: Is there any other support that could be classified as financial aid for students?

Answer: The N.C. Legislative Tuition Grant (NCLTG) should be viewed as a student financial aid program. One indicator that it is a student aid program is that NCLTG is listed on Appendix I by the SEAA as a Scholarship Program. Appendix V also indicates the "Total Number of Students Aided" as well as the financial support from that program for 1982-83, 1983-84, and 1984-85.

Question: What is the grand total for student financial aid (using a broad definition) for each of the last 3 years?

Answer: For 1982-83, the total amount was approximately $326 million.
For 1983-84, the total amount was approximately $345 million.
For 1984-85, the total amount was approximately $360 million.

(See Appendix VI.)

Question: In view of the amount of dollars available and the number of programs and agencies involved in financial aid management, would it be desirable for the state to consolidate (for management and administrative purposes) all of the state financial aid programs under one agency?

Answer: The Council believes that it would be desirable (including the use of an outside entity such as the College Foundation, Inc. for supplementary services).

Accordingly, The Council makes the following recommendations to the Governor; the Board of Governors, and the Board of Directors of the State Education

Assistance Authority; the State Board of Education; the State Board of Community Colleges; and the North Carolina Association of Independent Colleges and Universities. It is for them:

(1) **TO SEEK LEGISLATIVE AUTHORITY TO BRING TOGETHER ALL OF THE STATE-ADMINISTERED STUDENT FINANCIAL AID PROGRAMS INTO ONE AGENCY.**

The purpose of this recommendation is to have one place for a student to write, visit, or apply regarding state-administered student financial aid programs. Today, a student has seven (7) different state agencies to which he or she could apply for various types of financial assistance. These applications would be in addition to the application process a student might make to a postsecondary institution regarding financial aid. Moreover, a qualified student could apply to all of the state-administered programs and receive an award without the other state agencies knowing about the other awards. What this recommendation is trying to achieve is a concept called the "Principle of Access;" that is, all North Carolina students should know that there is one state agency they can contact about the "accessibility" of state-administered student financial aid as well as information about student financial aid in general.

(2) **TO SEEK LEGISLATIVE AUTHORITY TO ASSIGN THE STATE-ADMINISTERED STUDENT FINANCIAL AID TO THE STATE EDUCATION ASSISTANCE AUTHORITY (SEAA).**

The purpose of this recommendation is to have one central agency responsible for all state-administered student financial aid. While the SEAA has been in existence for over twenty (20) years, it does not have legislative authority to provide the oversight and administrative authority envisioned by this recommendation. While each state-administered student financial aid program serves a different clientele, and it is not proposed that this be changed at this time, one of the legislative charges to the SEAA should be to evaluate each program to determine its current need and propose any

changes to the General Assembly, as appropriate, including increasing the rate of interest in loan programs underwritten by the state for example. Moreover, the SEAA should serve as the state's principal voice to the U.S. Congress concerning the impact of federal financial aid funds to North Carolina's students. What this recommendation is trying to achieve is a concept called the "Principle of Availability;" that is, if students have available to them the same information, they are likely to act in their interest. This "principle" suggests that one of the duties of the SEAA should be to provide to every junior and senior high school student in the state's public and private schools information about the "availability" of student financial aid.

(3) **TO SEEK LEGISLATION TO ESTABLISH THE SEAA AS AN INDEPENDENT, AUTONOMOUS STATE AGENCY AND TO SEEK LEGISLATION TO CHANGE THE NAME FROM SEAA (WHICH IS NOT DESCRIPTIVE OF ITS CURRENT ROLE OR ITS PROPOSED ROLE) TO THE STUDENT FINANCIAL AID COMMISSION OF NORTH CAROLINA (SFAC).**

The purpose of this recommendation is to have one central accountable authority for state-administered student financial aid. The SEAA is a unit of the Board of Governors of the University of North Carolina. The SEAA, like the other state-administered student financial aid programs, is a unit within a large organization. While the SEAA has a Board of Directors, the staff of SEAA is employed by and reports to the President of the University of North Carolina and finally to the Board of Governors. Currently, there are one hundred seventeen (117) postsecondary education institutions in the state according to the 1986 Statistical Abstract of Higher Education. Of the 117, sixteen (16) comprise the public university system; whereas fifty-eight (58) comprise the community college institutions; with thirty-one (31) being private senior colleges and universities; seven (7) are private junior colleges; one (1) is a theological seminary;

and four (4) are Bible colleges. All of these postsecondary institutions report the use of student financial aid from one or more sources. These institutions need a central state agency to which they can turn regarding the "accessibility" and "availability" of state-administered student financial aid. What this recommendation is trying to achieve is a concept called the "Principle of Accountability." The Council believes that, if a SFAC is established, that the Board of Directors should be independent, to which the staff of the SFAC would be accountable. Moreover, the Board of Directors should be advised, through an advisory panel of state agency representatives as well as postsecondary representatives to keep the Board of Directors accountable to its mission. The Council believes the implementation of this recommendation would be responsive to the "Preamble" to the statute which created the SEAA in 1965. A part of that preamble reads "... it is desirable to encourage, foster and facilitate industrial and economic development of the state by promoting the education at institutions of higher learning of residents of this state ..." (underlining added).

It is the State Council's recommendation that the Governor request the state's education entities to develop a cooperative agreement to work toward the implementation of these recommendations and for the education boards and the association to request the Governor to assist them in establishing the "Student Financial Aid Commission of North Carolina (SFAC.)" It does not matter whether the implementation of the aforementioned recommendations is called for by the Governor, the Board of Governors, the State Education Assistance Authority, the State Board of Education, the State Board of Community Colleges, or the North Carolina Association of Independent Colleges and Universities. Assuming the Governor and the education boards and the association each call for the establishment of such a

Commission to achieve the purposes set out within, the State Council believes that it would excite the imagination, interest, and support of the business community, labor organizations, the general public, and other existing organizations in the state, which could provide additional financial support, to the end that the "Student Financial Aid Commission of North Carolina (SFAC)" would become the central agency in the state relative to information and assistance about student financial aid.

A response to the recommendations by The Council might preclude the need for the type of advertisement (below) that appeared in the NEWS AND OBSERVER on Sunday, August 10, 1986 (p. 42A). For a fee, any student responding to the ad is to receive "... up to 25 sources of financial aid."

Financial Assistance

For Continuing Education

The ACADEMIC FUNDING RESEARCH computers will provide virtually any student with up to 25 sources of financial aid.

Processing fee is $49 at the under-grad level and $59 at the Graduate level
RESULTS ARE GUARANTEED.

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211A Wild Turkey Trail
Chapel Hill, N.C. 27514
942-9229

SCHOLARSHIP PROGRAMS ADMINISTERED BY

THE NORTH CAROLINA STATE EDUCATION ASSISTANCE AUTHORITY

NAME OF PROGRAM	SELECTION OF RECIPIENTS	SOURCES	FLOW OF FUNDS	TYPE OF PROGRAM	BACKGROUND
Dr. Wade H. Atkinson Scholarships	Each participating campus submits up to 3 nominees to SEAA. Spec. Scholarship Com. composed of repres. of 3 campuses, Superintendent of Johnston Co. Schools, and Johnston Co. Clerk of Court selects recipients.	Last Will and Testament of Mary E. Atkinson. Annual Reports.	Funds requested from Wachovia Bank & Trust Co. Checks drawn on Atkinson Trust account by Services Office and sent to FAO's at NCSU and UNC-G and to Cashier at UNC-CH.	Scholarship based on need and scholastic ability. Private money. Geographically restricted to Johnston County.	Original bequest made in 1964 in memory of Dr. Wade H. Atkinson. Beginning in 1982-83 one scholarship each awarded to NCSU, UNC-CH, and UNC-G.
Board of Governors Dental Scholarships (BGDS)	Nominated by the UNC Dental School. Selected by Pres.'s Selection Committee, composed of representatives from NC.	Supplemental Statement - II to Rev. NC State Plan for Further Elimination of Racial Duality, Phase II, 7/14/78.	Invoice submitted to SEAA by Dental School. Check drawn on an account by Serv. Office at UNC-GA. UNC-CH Cashier's Office disburses money to students.	Scholarship. Direct award to students. State monies.	Est. in 1978. Purpose: Increase enrollment of economically disadvantaged students of all races in dental education. 1st class - 1978-79.
Board of Governors Medical Scholarships (BGMS)	Nominated by the NC medical schools. Selected by Pres.'s Selection Committee, composed of representatives from NC.	Statewide Plan for Medical Education in NC (Report of the Pres. to Bd. of Gov., Nov. 16, 1973). Annual Reports. Adm. Agreement-3/1/77.	Invoices submitted to SEAA by the medical schools. Checks drawn on account by Serv. Office at UNC-GA. Each medical school distributes funds to BGMS.	Scholarship. Direct award to students. State monies.	Est. in 1974. Purpose: Improve medical care in NC & access to med education. 1st class - 1974-75 academic year.
Aubrey Lee Brooks Scholarships	Nominated by County Committees. Selected by Central Scholarship Committee, composed of 3 faculty representatives from each participating institution.	Trust Agreement of Mr. Aubrey Lee Brooks, dated December 7, 1955. Annual Reports.	Stipends requested from the Trust (located in Greensboro) and forwarded to FAO's at NCSU and UNC-G for disbursement to scholars; sent directly to Cashier's office at UNC-CH.	Scholarship based on merit and need. Direct award to students. Private money - Donor. Geographically restricted.	Foundation created in 1955 for students from the old "Imperial Fifth Congressional District" Awards made 1st time - 1956.
Thomas Holmes Carrow Scholarships	Recipient selected by majority vote of entire full-time faculty of East Carteret High School.	Last Will and Testament of Sara E. Carrow. Annual Reports.	Funds requested from Wachovia Bank & Trust Co., Winston-Salem. Checks drawn on Carrow Scholarship Account by Services Office. Checks sent to appropriate FAO's.	Scholarship based on need, intellect, and character. Private money. Geographically restricted to Beaufort.	Award made 1st time in 1981. Two scholarships awarded annually in memory of Thomas Holmes Carrow to graduates from East and West Carteret High Schools.
North Carolina Legislative Tuition Grants (NCLTG)	Determination is made by the NCLTG authorized officer at each participating institution. Decision of approved institution is final, subject to any later finding by the State Auditor.	1975 Session Laws Chapter 875. NCLTG Regulations. Participation Agreement. Annual Reports.	Invoice submitted to SEAA by 38 private colleges. Checks drawn on account by Services Office, UNC-GA. Institution deposits payment to the individual student's account.	Grant awarded to NC residents, irrespective of need. State monies. Tuition rebate, "offset"	Est. in 1975 by General Assembly to insure choice of educational institutions by maintaining or narrowing the tuition gap. 1st year 1975-76.
C.H. and M.D. Suther Scholarships	Chief Financial Aid Officer of campus selects recipient of Suther Scholarship.	Estate of C.H. and M.D. Suther. Annual Reports.	Funds requested from the Trust, Wachovia Bank & Trust Co. Checks drawn on Suther Scholarship Fund Account by Services Office. Checks sent to FAO's.	Scholarship based on need & scholastic ability. Private money. Restricted to NC undergraduate students.	Est. in 1981. Purpose: To provide scholarships for needy undergraduate NC residents to attend branch of UNC.
Turrentine Scholarships (Grants)	Scholarship(Grant) Committee composed of the chief FAO's at the 3 institutions and chaired by the Sec. of the Adm. Group.	Last Will and Testament of John W. Turrentine. Minutes of Adm. Group. Annual Reports.	Funds requested from the Trust, Wachovia Bank & Trust Co., N.A. Check drawn on Turrentine Scholarship Fund by Services Office, UNC-GA. Checks sent to FAO's.	Grant based on need. Private money. Geographically restricted.	Foundation est. in 1974. Purpose: "to make the facilities of the Univ. available to a larger percentage of ambitious young people who would be deprived because of financial limitations." Funds 1st available in 1974.

NAME OF PROGRAM	NUMBER/ANNUAL EXPENDITURES	GOVERNING BODY	ELIGIBILITY FOR AWARD	VALUE AND RENEWAL OF AWARD
Atkinson	3 per year 12 concurrently $1,000 amount of award 1985-86	Trustee - Wachovia Bank & Trust Co. Administration of Program - North Carolina State Education Assistance Authority.	1) be a resident of Johnston Co. two years prior to application for scholarship. 2) be accepted for admission to NCSU, UNC-CH or UNC-G. 3) exhibit fine character, scholarship, and financial need.	Amt. of award based on available earnings of Trust. Renewable annually, provided recipient maintains satisfactory acad. standards. Exceptional students may be recommended for post-graduate or professional study.
BGDS	5 per year 20 concurrently Budget for 1985-86 - $175,955	Board of Governors of UNC. President's designee in cooperation with Dental School.	1) be a resident of North Carolina. 2) accepted for adm. by UNC Dental School. 3) have financial need. 4) commitment to practice in N.C.	Tuition & mandatory fees, plus a stipend of $4,000. Reimburses instruments & supplies. Renewable for not more than 4 yrs, provided student meets conditions governing initial award & makes satisfactory progress. Contingent upon legis. appropriation.
BGMS	Initially 15 per year Beg. 1979-80, 17 per year 68 concurrently Budget for 1985-86 - $608,438	Board of Governors of UNC. Administration of Program - North Carolina State Education Assistance Authority as designee of Pres. of UNC.	1) be a resident of North Carolina. 2) enrolled as an undergrad. medical student at Bowman Gray (WFU), Duke Univ., ECU or UNC-CH. 3) have financial need. 4) commitment to practice in N.C.	Tuition & mandatory fees, plus a stipend of $4,000. Renewable for 4 yrs. (or its equivalent) provided student meets conditions governing initial award & makes satisfactory progress. Contingent upon legis. appropriation.
Brooks	14 per year 56 concurrently $2,100 amt. each award - 1985-86	Board of Trustees - sons of Aubrey Lee Brooks, Pres., VP-Finance, Secretary of UNC, Chancs. NCSU, UNC-CH, and UNC-G, Mr. Charles Shaffer. Administration of Program - North Carolina State Education Assistance Authority.	1) from Alamance, Caswell, Durham, Forsyth, Granville, Guilford (Greensboro and High Point), Orange, Person, Rockingham, Stokes, and Surry Counties. 2) enrolled for undergraduate study at NCSU, UNC-CH or UNC-G. 3) selection criteria as specified in the Trust Agreement.	"One-half the cost of education" Renewable each year up to four years (or the equivalent) provided the recipient maintains satisfactory scholarship & citizenship.
Carrow	Initially one award per year. Beginning 1985-86, two awards made annually. Not more than eight scholarships awarded concurrently. $3,000 amt. of award for 1985-86	Trustee - Wachovia Bank & Trust Co. Administration of Program - North Carolina State Education Assistance Authority.	1) must have attended either East or West Carteret H.S. & been a resident of Beaufort School District 4 years. 2) must have financial need. 3) must have apprec. of educ., outstanding traits of character, interest in social and civic progress of community 4) attend one of UNC constituent instits.	Amount of award shall be 1/4 of annual net income of fund. Renewable annually for 4 yrs, provided recipient maintains satisfactory grades and good conduct.
NCLTG	No. of awards (1984-85) 24,198 Amt. allocated (1985-86) $19,829,000	North Carolina General Assembly SEAA Board of Directors. Administration of Program - North Carolina State Education Assistance Authority.	1) be a resident of N.C. 2) enroll full-time as an undergrad. in a N.C. private col. or univ. 3) be certified to the Authority by an approved institution.	$950 per year (1985-86) $475 per semester $317/317/316 per quarter Contingent upon legis. appropriation.
Suther	16 awards per year (one to each constituent institution of UNC) $1,200 amt. each award 1985-86	Trustee - Wachovia Bank & Trust Co. Administration of Program - North Carolina State Education Assistance Authority.	1) student must be in top 25% of class in case of entering freshman or have "B" ave. in case of upperclassman. 2) have financial need. 3) be full-time equiv. NC resident undergrad. 4) must attend branch of UNC.	Non-renewable award. Award to be 25% of the annual income from Suther trust. No prohibition against using scholarship to support a single student throughout undergrad. educ.
Turrentine	No. of awards (1984-85) 479 Amt. allocated (1985-86) $750,750	Adm. Group of William Holt and Ella (Rea) Turrentine Memorial Educ. Foundation composed of Pres. of UNC; Chancs. of NCSU, UNC-CH and UNC-G; Supts. of Alamance Co. and Burlington City Schools; Exec. of the Will; and Representatives of Trust. Exec. Director of SEAA, as Pres.' designee, serves as Sec. of Adm. Group.	1) be a resident of Alamance County. 2) enroll as an undergrad. at NCSU, UNC-CH or UNC-G. 3) apply and qualify for financial aid at one of the participating institutions. 4) be a junior or senior science major residing in any NC county.	Varies according to need. $2,100 maximum per year. $200 minimum per year. A commitment for renewal up to 3 additional yrs. for all eligible recipients.

EDUCATION ASSISTANCE PROGRAMS FUNDED BY THE STATE
THAT ARE ADMINISTERED BY AGENCIES OTHER THAN
THE NORTH CAROLINA STATE EDUCATION ASSISTANCE AUTHORITY

I. Student Aid as the Basic Mission

Agency	Program
Board of Governors	State Contractual Scholarship Program (SCSF)

This program was created by General Statute in 1971 and is administered by The University of North Carolina General Administration. It was designed by the General Assembly to create a State-appropriated scholarship fund at each eligible North Carolina private college or university to assure that needy North Carolinians who wished to do so might attend a private institution.

Eligibility: Student must be a resident of North Carolina for tuition purposes, enrolled full- or part-time in an approved North Carolina private college or university. The student must be working toward an undergraduate degree not designed to lead to a career in a religious vocation.

Value: Beginning in 1985-86, each eligible school receives $300 per North Carolina resident enrolled, and the total amount is divided among the needy North Carolina students at the institution at the discretion of the financial aid office.

Application Procedure: Recipients are chosen by the financial aid offices of the 38 eligible private colleges and universities in North Carolina.

II. Manpower Enhancement or Special Benefit Programs that Use Student Aid as a Delivery Technique

Agency	Program
Board of Governors	American Indian Student Legislative Grant Program (AISLG)

Created by the North Carolina General Assembly in 1982, this is a special program of financial aid for needy resident North Carolina Indians.

Eligibility: A student must 1) be admitted or enrolled in a regular degree-granting program at one of the 16 constituent institutions of The University of North Carolina; 2) be classified as a North Carolina resident for tuition purposes; 3) have financial need, as determined by the institutional student aid office; and 4) be a member of an Indian tribe recognized by the State of North Carolina or by the federal government. For the 1985-86 academic year, a doctoral study component has been added to the AISLG program.

Value: $420 maximum per academic year for full-time undergraduate students and a reduced amount proportional to academic load for part-time students. Fellowships at the doctoral level award $4,000 annually to eligible students who study at one of the constituent institutions. Awards may be renewed annually, provided student has need and remains in good standing academically.

Application Procedure: Awards are determined by the student financial aid officer at the institution.

II. Manpower Enhancement or Special Benefit Programs that Use Student Aid as a Delivery Technique (cont'd.)

Agency	Program
Board of Governors	Minority Presence Grant Program

The North Carolina General Assembly allocates funds to the campuses of The University of North Carolina to increase the presence of minority students on each campus. The Minority Presence Grant Program is comprised of the general program and the doctoral/law/veterinary medicine program.

General Program

Eligibility: The grants are available to North Carolina residents taking at least three hours of degree-credit coursework per semester at a UNC constituent institution where their race is in the minority. All recipients must demonstrate financial need.

Value: The amount of the award depends upon the financial need of the recipient and the availability of funds.

Application Procedure: Applications are available from the student aid offices of the constituent institutions of The University of North Carolina.

Doctoral/Law/Veterinary Medicine Program

Eligibility: The grants are available to black North Carolinians who are enrolled full time in a doctoral degree program at East Carolina University, North Carolina State University, The University of North Carolina at Chapel Hill and The University of North Carolina at Greensboro, or in the law school at The University of North Carolina at Chapel Hill, or in the School of Veterinary Medicine at North Carolina State University. Recipients must demonstrate financial need and priority is given to students pursuing degrees in fields of study where black participation has been low historically.

Value: Each recipient is awarded $4,000 (up to $4,000 for law) for the academic year, with an option of $500 in additional support for study during the summer.

Application Procedure: Applications are available from the appropriate graduate or professional school at the four participating universities.

II. Manpower Enhancement or Special Benefit Programs that Use Student Aid as a Delivery Technique (cont'd.)

Agency	Program
Department of Community Colleges	North Carolina Community College Scholarship Program

Eligibility: Student must be a North Carolina resident enrolled at least part-time in a curriculum program at one of the 58 institutions in the Community College System. Priority is given to students with the greatest financial need, minorities, Black students enrolled in college transferable curriculum programs, persons seeking new job skills and women in non-traditional curricula.

Value: 500 scholarships at $400 each will be awarded annually. Scholarships may be renewed each year.

Application Procedure: There are no special application forms for the scholarship. Each school selects its own recipients from applicants meeting the above criteria. Further information on the program may be obtained by contacting the Department of Community Colleges, 177 Education Building, Raleigh, NC 27603-1712 (919/733-3652).

Department of Crime Control and Public Safety

North Carolina National Guard Tuition Assistance Program (TAP)

Eligibility: Student must be active member of the North Carolina National Guard and remain a member of the National Guard for two years following the end of the academic period for which tuition assistance is provided. Student must enroll in an eligible business or trade school, private or State educational institution in North Carolina. Student may not be enrolled in a program designed primarily for preparation in a religious vocation.

Value: Up to $500 per year for tuition assistance, subject to annual renewal for a maximum of $2,000.

Application Procedure: Request applications and information from the Office of the Adjutant General, 4105 Reedy Creek Road, Raleigh, NC 27607-6410 or call 919/733-3770, Ext. 102.

Office of State Budget

North Carolina Student Loan Program for Health, Science and Mathematics

This program was formerly known as the North Carolina Medical Student Loan Program.

Eligibility: Legal residents of North Carolina accepted as full-time students in accredited associate, baccalaureate, master's or doctoral programs leading to a degree are eligible for this program. Studies must be in Health (Allied Health, Health Sciences, Clinical Psychology, Medical Social Work), Mathematics (General, Pure and Applied Mathematics, Statistics, Actuarial Science), and Science (Agricultural Sciences, Renewable Natural Resources, Computer and Information Sciences, Engineering and Engineering Related Technologies, Life Sciences, Physical Sciences, Food Sciences and Human Nutrition, Dietetics/ Human Nutritional Services). The North Carolina Student Loan Program for Health, Science and Mathematics in the Office of State Budget Management selects recipients according to interests, academic capabilities, motivation and financial need.

II. Manpower Enhancement or Special Benefit Programs that Use Student Aid as a Delivery Technique (cont'd.)

Agency	Program
Office of State Budget	North Carolina Student Loan Program for Health, Science and Mathematics (cont'd.)

Value: Maximum loans range from $2,500 to $6,000 a year depending on the degree level. Loans are renewable annually on satisfactory academic progress. Loans must be supported by a promissory note with notarized signatures from recipient and two sureties.

Application Procedure: Students should request information and applications between December 1 and April 1 from the North Carolina Student Loan Program for Health, Science and Mathematics, 116 West Jones Street, Raleigh, NC 27611.

Repayment: In-school interest rate is 8% and out-of-school interest rate is 9%. Cash repayment on an installment basis begins 180 days or less after completion of coursework or training. Under specified conditions, certain loan recipients in qualifying disciplines may have their loans cancelled through practice service in North Carolina.

Department of Administration

North Carolina Veterans Scholarships

Eligibility: Award is available to children of deceased or disabled veterans or of veterans who were listed as POW/MIA. Veteran must have been a legal resident of North Carolina at time of entry into service, or child must have been born in North Carolina and resided there continuously.

Value: Full scholarships provide for four years of free tuition, room and board allowances and mandatory fees at State-supported institutions. Limited scholarships provide free tuition and mandatory fees. The yearly value at private institutions is $1,200 (full) and $444 (limited).

Application Procedure: For information concerning the scholarship, contact the North Carolina Division of Veterans Affairs, 227 E. Edenton Street, Raleigh, NC 27601 (919/733-3851). The Division of Veterans Affairs notifies applicants of approval of benefits.

Department of Human Resources

Rehabilitation Assistance for Visually Handicapped

Eligibility: Student must be legally blind or have a progressive eye condition which may result in blindness, thereby creating an employment handicap for the individual. There must be reasonable expectation that, as a result of vocational rehabilitation services, the person will become gainfully employed. Student must be a North Carolina resident enrolled in a full-time undergraduate or graduate program at a North Carolina postsecondary institution.

Value: The amount of the scholarship is based on need. The scholarship covers tuition, fees, books and supplies and reader service.

Application Procedure: Applicant should write or call the Chief of Rehabilitation Services, Division of Services for the Blind, 309 Ashe Avenue, Raleigh, NC 27606 (919/733-9700).

II. Manpower Enhancement or Special Benefit Programs that Use Student Aid as a Delivery Technique (cont'd.)

Agency	Program
Department of Public Education	**Scholarship Loan Program for Prospective Teachers**

Eligibility: Any resident of North Carolina who is interested in preparing to teach in the public schools of the State is eligible to apply. The criteria for awarding scholarship loans shall be measures of academic performance including grade point average, scores on standardized tests, class rank and recommendations of guidance counselors. An equal number of scholarship loans are awarded in each of the State's eleven congressional districts.

Value: Students may receive a maximum of $2,000 per academic year when enrolled in a full-time teacher education program. The loan is renewable for a period of four years.

Application Procedure: Applicants should write the Scholarship-Loan Section, State Department of Public Instruction, Division of Staff Development, Raleigh, NC 27611 or call 919/733-2095. Applications must be returned by March 1 of each year.

Repayment: Loans bear an interest rate of 6%. Recipients must execute a promissory note provided by the State Board of Education. Recipients can repay loan by teaching for a certain period of time in a North Carolina public school or on a U.S. Government military reservation.

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Department of Human Resources

Vocational Rehabilitation Program

Eligibility: In order to qualify a student must have a mental or physical disability which is a handicap to employment. There must also be a reasonable expectation that as a result of vocational rehabilitation services, the person may become gainfully employed. Each program is designed individually with the student.

Value: The value of the award is based on need and the type of program in which the individual is enrolled. It generally pays for tuition and fees and for some books and supplies, and in some cases, for supportive services such as interpreter services, attendant services and transportation.

Application Procedure: Contact the Vocational Rehabilitation office nearest the student's home, or contact the North Carolina Division of Vocational Rehabilitation Services, P.O. Box 26053, 620 North West Street, Raleigh, NC 27611 (919/733-5920).

Financial Aid Support for 1982-83 Using Data in the "Financial Aid" Section of the Statistical Abstract of Higher Education in North Carolina, April 1984

	Federal/ State Funded	Private or Institutional Funded	Total
	(For Undergraduate Study)		
Work-Study (W/S):	$ 13,670,745+	$ 18,252,364	$ 31,923,109
Athletic Support:	-0-	10,526,226	10,526,226
Supplementary Education Opportunity Grants (SEOG):	8,532,792	-0-	8,532,792
N.C. Student Incentive Grants (NCSIG):	3,144,083	-0-	3,144,083
Other Scholarships, Grants, Awards (Non-athletic):	-0-	36,594,292*	36,594,292
Pell Grants:	48,502,734	-0-	48,502,734
National Direct Student Loan (NDSL):	11,508,888	-0-	11,508,888
Guaranteed Loan Program (GLP):	33,138,724	-0-	33,138,724
Other Loans:	-0-	3,183,733*	3,183,733
Subtotal	$118,497,966	$ 68,556,615	$187,054,581
	(For First Professional)		
Health Professions Grants:	$ 99,122**	$ -0-	$ 99,122
Other Scholarships:	-0-	3,033,633**	3,033,633
Health Professions Loans:	749,690	-0-	749,690
Other Loans:	2,169,790**	-0-	2,169,790
Employment:	-0-	780,123**	780,123
Subtotal	$ 3,018,602	$ 3,813,756	$ 6,832,358
	(For Graduate Study)		
Fellowships, Grants, & Scholarships:	$ 8,654,935*	$ -0-	$ 8,654,935
Assistantships:	-0-	24,362,817*	24,362,817
Loans:	1,518,365*	-0-	1,518,365
Employment:	-0-	8,674,469*	8,674,469
Subtotal	$ 10,173,300	$ 33,037,286	$ 43,210,586
Subtotals:			
For Undergraduate Study:	$118,497,966	$ 68,556,615	$187,054,581
For First Professional:	3,018,602	3,813,756	6,832,358
For Graduate Study:	10,173,300	33,037,286	43,210,586
TOTAL	$131,689,868	$105,407,657	$237,097,525

*Abstract does not identify the source of these funds.
**Includes aid for undergraduate nursing.
+This amount likely includes a 20% matching requirement; if so, the private institution's portion of $6,428,921 would include a match of 20% from private sources.

Financial Aid Support for 1983-84 Using Data in the "Financial Aid" Section of the Statistical Abstract of Higher Education in North Carolina, April 1985

	Federal/ State Funded	Private or Institutional Funded	Total
	(For Undergraduate Study)		
Work-Study (W/S):	$ 14,537,957+	$ 18,440,032	$ 32,977,989
Athletic Support:	-0-	12,177,243	12,177,243
Supplementary Education Opportunity Grants (SEOG):	8,744,073	-0-	8,744,073
N.C. Student Incentive Grants (NCSIG):	2,601,351	-0-	2,601,351
Other Scholarships, Grants, Awards (Non-athletic):	-0-	39,131,731*	39,131,731
Pell Grants:	52,186,933	-0-	52,186,933
National Direct Student Loan (NDSL):	13,793,108	-0-	13,793,108
Guaranteed Loan Program (GLP):	38,337,764	-0-	38,337,764
Other Loans:	-0-	3,059,079*	3,059,079
Subtotal	$130,201,186	$ 72,808,085	$203,009,271
	(For First Professional)		
Health Professions Grants:	$ 9,416**	$ -0-	$ 9,416
Other Scholarships:	-0-	4,192,425**	4,192,425
Health Professions Loans:	588,460	-0-	588,460
Other Loans:	2,044,828**	-0-	2,044,828
Employment:	-0-	902,510**	902,510
Subtotal	$ 2,642,704	$ 5,094,935	$ 7,737,639
	(For Graduate Study)		
Fellowships, Grants, & Scholarships:	$ 16,019,531*	$ -0-	$ 16,019,531
Assistantships:	-0-	24,517,969*	24,517,969
Loans:	2,168,384*	-0-	2,168,384
Employment:	-0-	10,437,523*	10,437,523
Subtotal	$ 18,187,915	$ 34,955,492	$ 53,143,407
Subtotals:			
For Undergraduate Study:	$130,201,186	$ 72,808,085	$203,009,271
For First Professional:	2,642,704	5,094,935	7,737,639
For Graduate Study:	18,187,915	34,955,492	53,143,407
TOTAL	$151,031,805	$112,858,512	$263,890,317

*Abstract does not identify the source of these funds.
**Includes aid for undergraduate nursing.
+This amount likely includes a 20% matching requirement; if so, the private institution's portion of $6,525,219 would include a match of 20% from private sources.

Financial Aid Support for 1984-85 Using Data in the "Financial Aid" Section of the Statistical Abstract of Higher Education in North Carolina, April 1986

	Federal/ State Funded	Private or Institutional Funded	Total
	(For Undergraduate Study)		
Work-Study (W/S):	$ 13,202,893+	$ 21,183,306	$ 34,386,199
Athletic Support:	-0-	13,328,594	13,328,594
Supplementary Education Opportunity Grants (SEOG):	9,164,019	-0-	9,164,019
N.C. Student Incentive Grants (NCSIG):	3,254,500	-0-	3,254,500
Other Scholarships, Grants, Awards (Non-athletic):	-0-	44,092,164*	44,092,164
Pell Grants:	51,652,086	-0-	51,652,086
National Direct Student Loan (NDSL):	13,005,689	-0-	13,005,689
Guaranteed Loan Program (GLP):	41,407,946	-0-	41,407,946
Plus Loan	1,120,152	-0-	1,120,152
Other Loans:	-0-	3,235,015*	3,235,015
Subtotal	$132,807,285	$ 81,839,079	$214,646,364
	(For First Professional)		
Health Professions Grants:	$ 57,070**	$ -0-	$ 57,070
Other Scholarships:	-0-	6,744,814**	6,744,814
Health Professions Loans:	648,474	-0-	648,474
Other Loans:	1,363,405**	-0-	1,363,405
Employment:	-0-	909,986**	909,986
Subtotal	$ 2,068,949	$ 7,654,800	$ 9,723,749
	(For Graduate Study)		
Fellowships, Grants, & Scholarships:	$ 10,224,834*	$ -0-	$ 10,224,834
Assistantships:	-0-	31,207,868*	31,207,868
Loans:	1,575,028*	-0-	1,575,028
Employment:	-0-	10,021,889*	10,021,889
Subtotal	$ 11,799,862	$ 41,229,757	$ 53,029,619
Subtotals:			
For Undergraduate Study:	$132,807,285	$ 81,839,079	$214,646,364
For First Professional:	2,068,949	7,654,800	9,723,749
For Graduate Study:	11,799,862	41,229,757	53,029,619
TOTAL	$146,676,096	$130,723,636	$277,399,732

*Abstract does not identify the source of these funds.
**Includes aid for undergraduate nursing.
+This amount likely includes a 20% matching requirement; if so, the private institution's portion of $6,178,890 would include a match of 20% from private sources.

Educational Benefit or Assistance Programs not Traditionally
Reported in Section IX (Student Financial Aid) of the
Statistical Abstract of Higher Education in North Carolina

Academic Year 1982-83

07/22/86

TYPE OF INSTITUTION	VOCATIONAL REHABILITATION		VETERANS BENEFITS		OUT-OF-STATE GUARANTEED STUDENT LOANS (GSL)		PLUS LOANS	
	Number of Students	Amount Received	Number of Students	Amount Received	Number of Borrowers	Amount Borrowed	Number of Borrowers	Amount Borrowed
UNC System	310	$205,951	3,430	$10,615,298	5,035	$12,280,334	97	$221,275
Private Colleges	72	113,515	326	854,448	6,938	17,210,978	71	192,435
Community Colleges & Technical Institutes	927	167,263	9,658	32,957,535	257	522,316	1	1,000
Total	1,309	486,729	13,414	44,427,281	12,230	30,013,628	169	414,710

SOURCE: NCHED A-10, Student Financial Aid Summary, 7/1/82 - 6/30/83.

NOTE: Veterans Benefits also include GI Benefits; Vocational Rehabilitation includes all rehabilitation loans.

CAVEAT: Two of the educational programs of financial support shown in this table properly are not classified as student financial aid. Vocational Rehabilitation and Veterans Benefit programs are educational support provided to specialized constituencies designed to enha-ce educational opportunities for the handicapped and veterans. Guaranteed student loans require that financial need be proved only if the family adjusted income is in excess of $30,000. PLUS loans were established by Congress to help families with assets but a poor cash-flow position to meet the cost of education for their children. PLUS loans receive only a minimal Federal subsidy.

Data shown in this table are as reported by the institutions on year-end reporting forms NCHED A-10. Because of problems that arise in data collection, these data customarily are not reported in the Statistical Abstract of Higher Education. The number of students served and the amount of money spent, however, is illustrative of the magnitude of support from these programs received by students within the various institutional sectors during a twelve-month period. The annual expenditure for these programs may be slightly understated.

Educational Benefit or Assistance Programs not Traditionally
Reported in Section IX (Student Financial Aid) of the
Statistical Abstract of Higher Education in North Carolina

Academic Year 1983-84

07/22/86

TYPE OF INSTITUTION	VOCATIONAL REHABILITATION		VETERANS BENEFITS		OUT-OF-STATE GUARANTEED STUDENT LOANS (GSL)		PLUS LOANS	
	Number of Students	Amount Received	Number of Students	Amount Received	Number of Borrowers	Amount Borrowed	Number of Borrowers	Amount Borrowed
UNC System	253	$169,256	2,908	$7,162,162	5,381	$12,974,400	164	$417,102
Private Colleges	69	99,171	281	621,120	6,903	17,521,984	364	1,006,126
Community Colleges & Technical Institutes	829	210,874	7,802	26,103,702	337	639,314	2	6,000
Total	1,151	479,301	10,991	33,886,984	12,621	31,135,698	530	1,429,228

SOURCE: NCHED A-10, Student Financial Aid Summary, 7/1/83 - 6/30/84.

NOTE: Veterans Benefits also include GI Benefits; Vocational Rehabilitation includes all rehabilitation loans.

CAVEAT: Two of the educational programs of financial support shown in this table properly are not classified as student financial aid. Vocational Rehabilitation and Veterans Benefit programs are educational support provided to specialized constituencies designed to enhance educational opportunities for the handicapped and veterans. Guaranteed student loans require that financial need be proved only if the family adjusted income is in excess of $30,000. PLUS loans were established by Congress to help families with assets but a poor cash-flow position to meet the cost of education for their children. PLUS loans receive only a minimal Federal subsidy.

Data shown in this table are as reported by the institutions on year-end reporting forms NCHED A-10. Because of problems that arise in data collection, these data customarily are not reported in the Statistical Abstract of Higher Education. The number of students served and the amount of money spent, however, is illustrative of the magnitude of support from these programs received by students within the various institutional sectors during a twelve-month period. The annual expenditure for these programs may be slightly understated.

Educational Benefit or Assistance Programs not Traditionally Reported in Section IX (Student Financial Aid) of the Statistical Abstract of Higher Education in North Carolina

Academic Year 1984-85

TYPE OF INSTITUTION	VOCATIONAL REHABILITATION		VETERANS BENEFITS		OUT-OF-STATE GUARANTEED STUDENT LOANS (GSL)		PLUS LOANS	
	Number of Students	Amount Received	Number of Students	Amount Received	Number of Borrowers	Amount Borrowed	Number of Borrowers	Amount Borrowed
UNC System	278	$207,854	2,992	$ 8,888,164	5,279	$13,272,392	266	$ 680,010
Private Colleges	78	114,303	220	630,757	7,293	18,573,900	496	1,392,122
Community Colleges & Technical Institutes	940	240,891	5,986	21,357,563	311	629,065	0	0
Total	1,296	$563,048	9,198	$30,876,484	12,883	$32,475,357	762	$2,072,132

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SOURCE: NCHED A-10, Student Financial Aid Summary, 7/1/84-6/30/85.

NOTE: Veterans Benefits also include GI Benefits; Vocational Rehabilitation includes all rehabilitation loans.

CAVEAT: Two of the educational programs of financial support shown in this table properly are not classified as student financial aid. Vocational Rehabilitation and Veterans Benefit programs are educational support provided to specialized constituencies designed to enhance educational opportunities for the handicapped and veterans. Guaranteed student loans require that financial need be proved only if the family adjusted income is in excess of $30,000. PLUS loans were established by Congress to help families with assets but a poor cash-flow position to meet the cost of education for their children. PLUS loans receive only a minimal Federal subsidy.

Data shown in this table are as reported by the institutions on year-end reporting forms NCHED A-10. Because of problems that arise in data collection, these data customarily are not reported in the Statistical Abstract of Higher Education. The number of students served and the amount of money spent, however, is illustrative of the magnitude of support from these programs received by students within the various institutional sectors during a twelve-month period. The annual expenditure for these programs may be slightly understated.

NORTH CAROLINA LEGISLATIVE TUITION GRANTS (NCLTG), 1982-83

INSTITUTION	TOTAL NUMBER OF STUDENTS AIDED 1982-83	TOTAL AMOUNT PROVIDED 1982-83
Private Senior Institutions		
Atlantic Christian	1,153	$ 671,450
Barber-Scotia	172	103,025
Belmont Abbey	301	178,100
Bennett	236	140,725
Campbell	1,516	888,875
Catawba	542	320,450
Davidson	489*	317,850*
Duke	772	467,675
Elon	1,356	791,050
Gardner-Webb	1,185*	770,250*
Greensboro	353	210,275
Guilford	704	402,350
High Point	856	477,750
Johnson C. Smith	550	320,775
Lenoir-Rhyne	893	521,625
Livingstone	277	165,425
Mars Hill	971	557,375
Meredith	1,176	725,075
Methodist	465	256,425
N.C. Wesleyan	515	278,850
Pfeiffer	507	302,900
Queens	211	121,225
Sacred Heart	295	139,750
St. Andrews	399	234,975
St. Augustine's	876	517,400
Salem	315	190,775
Shaw	816	442,650
Wake Forest	1,402	874,575
Warren Wilson	182	104,000
Wingate	1,242	749,775
Private Senior Total	20,727	12,243,400
Private Junior Colleges		
Brevard	380	226,525
Chowan	454	261,625
Lees-McRae	541	314,600
Louisburg	657	386,425
Montreat-Anderson	206	122,850
Mount Olive	327	192,400
Peace	408	252,850
St. Mary's	211	131,950
Private Junior Total	3,184	1,889,225
GRAND TOTAL	23,911	14,132,625

NOTE: The allocations above were made under the North Carolina Legislative Tuition Grant (NCLTG) Program which is administered by the North Carolina State Education Assistance Authority. The General Assembly appropriated $15,210,000 to be awarded on the basis of $650 to each North Carolinian enrolled in a North Carolina private college or university on a full-time basis. The NCLTG awards are paid to institutions for and on behalf of eligible students each term as defined under NCLTG Regulations.

*Full year estimates are based on Fall disbursements.

NORTH CAROLINA LEGISLATIVE TUITION GRANTS (NCLTG), 1983-84

INSTITUTIONS	TOTAL NUMBER OF STUDENTS AIDED 1983-84	TOTAL AMOUNT PROVIDED 1983-84
Private Senior Institutions		
Atlantic Christian	1,119	$ 763,125
Barber-Scotia	219	129,375
Belmont Abbey	288	195,750
Bennett	252	169,875
Campbell	1,502	1,020,375
Catawba	541	367,875
Davidson	482*	350,750*
Duke	709	498,375
Elon	1,333	879,000
Gardner-Webb	1,273	814,375
Greensboro	352	237,750
Guilford	675	441,375
High Point	825	522,375
Johnson C. Smith	507	343,875
Lenoir-Rhyne	866	589,875
Livingstone	276	184,875
Mars Hill	945	639,375
Meredith	1,190	850,500
Methodist	461	291,000
N.C. Wesleyan	569	347,625
Pfeiffer	497	333,375
Queens	187	128,625
Sacred Heart	198	121,500
St. Andrews Presbyterian	380	254,625
St. Augustine's	879	590,250
Salem	352	243,750
Shaw	1,052	615,750
Wake Forest	1,368	985,500
Warren Wilson	155	104,625
Wingate	1,219	848,625
Private Senior Total	20,671	$13,864,625
Private Junior Colleges		
Brevard	351	$ 241,875
Chowan	425	285,000
Lees-McRae	513	333,750
Louisburg	643	425,625
Montreat-Anderson	187	130,125
Mount Olive	327	224,625
Peace	434	310,875
St. Mary's	197	141,000
Private Junior Total	3,077	$ 2,092,875
GRAND TOTAL	23,748	$15,957,500

NOTE: The allocations above were made under the North Carolina Legislative Tuition Grant (NCLTG) program which is administered by the North Carolina State Education Assistance Authority. The General Assembly appropriated $17,457,900 to be awarded on the basis of $750 to each North Carolinian enrolled in a North Carolina private college or university on a full-time basis. The NCLTG awards are paid to institutions for and on behalf of eligible students each term as defined under NCLTG Regulations.

*Full year estimates are based on fall disbursements.

NORTH CAROLINA LEGISLATIVE TUITION GRANTS (NCLTG), 1984-85

INSTITUTIONS	TOTAL NUMBER OF STUDENTS AIDED 1984-85	TOTAL AMOUNT PROVIDED 1984-85
Private Senior Institutions		
Atlantic Christian College	985	$ 759,050.00
Barber-Scotia College	173	121,550.00
Belmont Abbey College	298	232,050.00
Bennett College	249	198,050.00
Campbell University	1,705	1,248,190.88
Catawba College	526	401,625.00
Davidson College	477	390,144.00
Duke University	727	584,375.00
Elon College	1,228	935,850.00
Gardner-Webb College	1,297	934,150.00
Greensboro College	334	260,100.00
Guilford College	673	501,925.00
High Point College	777	561,425.00
Johnson C. Smith University	487	376,125.00
Lenoir-Rhyne College	911	697,850.00
Livingstone College	281	220,150.00
Mars Hill College	839	638,350.00
Meredith College	1,198	960,500.00
Methodist College	917	532,147.11
Mount Olive College	580	398,225.00
NC Wesleyan College	629	416,122.37
Pfeiffer College	466	350,200.00
Queens College	185	139,825.00
Sacred Heart College	235	153,000.00
St. Andrews Presbyterian College	378	294,100.00
St. Augustine's College	833	624,750.00
Salem College	353	280,075.00
Shaw University	1,103	757,625.00
Wake Forest University	1,365	1,107,550.00
Warren Wilson College	149	116,450.00
Wingate College	1,179	926,925.00
Private Senior Total	21,537	$16,118,454.36
Private Junior Colleges		
Brevard College	330	$ 257,125.00
Chowan College	407	304,725.00
Lees-McRae College	498	365,075.00
Louisburg College	629	469,200.00
Montreat-Anderson College	200	153,000.00
Peace College	434	360,400.00
St. Mary's College	163	133,450.00
Private Junior Total	2,661	$ 2,042,975.00
GRAND TOTAL	24,198	$18,161,429.36*

NOTE: The allocations above were made under the North Carolina Legislative Tuition Grant (NCLTG) program which is administered by the North Carolina State Education Assistance Authority. The General Assembly appropriated $18,122,000 to be awarded on the basis of $850 to each North Carolinian enrolled in a North Carolina private college or university on a full-time basis. The NCLTG awards are paid to institutions for and on behalf of eligible students each term as defined under NCLTG Regulations.

*The total amount provided recipients does not reflect program refunds.

TREND IN TOTAL FINANCIAL AID SUPPORT
By Totals - 1982-83, 1983-84, and 1984-85

FOR	1982-83	1983-84	1984-85
Undergraduate Study	$187,054,581	$203,009,271	$214,646,364
First Professional	6,832,358	7,737,639	9,723,749
Graduate Study	43,210,586	53,143,407	53,029,619
Subtotals A	$237,097,525	$263,890,317	$277,399,732
Vocational Rehab	$(486,729)	$(479,301)	$(563,048)
Veterans Benefits	(44,427,281)	(33,886,984)	(30,876,484)
Out-of-State Guaranteed Student Loans (GSL)	(30,013,628)	(31,135,698)	(32,475,357)
Plus Loans	(414,710)	(1,429,228)	(2,072,132)+
*Other Financial Aid	74,927,638	65,501,983	65,987,021
N.C. Legislative Grants (NCLTG)	14,132,625	15,957,550	18,161,429
Subtotals B	$ 89,060,263	$ 81,459,533	$ 84,148,450
GRAND TOTALS	$326,157,788	$345,349,850	$361,548,182

Note: Parenthetical entries show a breakdown of Other Financial Aid.

*See Appendix IV.

+While Appendix IV shows a figure of $2,072,132 (data provided by the SEAA) and states that "these data customarily are not reported in the Statistical Abstract ...;" in fact, Plus Loans were reported for 1984-85 in the Statistical Abstract, April 1986, but at an amount of $1,120,152 (see Appendix III), a difference of $951,980.

Sources: Statistical Abstract of Higher Education in North Carolina, April 1983
Statistical Abstract of Higher Education in North Carolina, April 1984
Statistical Abstract of Higher Education in North Carolina, April 1985
Statistical Abstract of Higher Education in North Carolina, April 1986

The News and Observer, Raleigh, N.C., Wed., May 28, 1986

Don't assume you're ineligible for college aid

Sylvia Porter

Each of the following questions has a true or false answer, many of them surprising.

Q. If you're a high school senior whose family's financial income is $25,000, you'll be entitled to get more financial aid than a high school senior whose family income is $40,000.

A. True most of the time — but not always. If you're from a family with an income of $40,000, have two siblings — one in college and the other at home with a serious heart problem requiring constant medical attention — and you want to go to a private college in another state, your need for financial aid is greater than that of an only child from a family whose income is $25,000.

Many circumstances go into determination of need. Don't prejudge your own eligibility. Fill out a financial aid form and let the experts apply the formulas.

Q. If your parents had banked $30 a month for your higher education costs starting the day you were born (say 15 years ago), they would have accumulated at least enough money to send you to a private college for two years in this era.

A. This answer may startle you. It's false. Fifteen years ago, the average yearly expenses at a private college were $2,600. If your parents had been able to put aside $30 a month at an average rate of interest of 6 percent, they reasonably could have expected the accumulated total — roughly $9,300 — would have covered at least two years of expenses at a private college. Not so.

The price tag for education has skyrocketed and is still rising at private colleges. For example, at Yale University in Connecticut or Williams College in Massachusetts an estimate of total tuition and fees, room and board for one academic year in the early 1980s was approximately $15,000.

Q. If you're planning to go to vocational or technical school, you'll find little or no financial assistance available.

A. The addition of one word changes the answer to that question from true to false. If you go to an accredited technical or vocational school, there is federal aid available based on need, and individual schools have scholarships. I cannot overemphasize the point: Follow through on every source of assistance with experts.

Q. If you earn $5,000 or more, you still can find time to be a full-time college student living on campus.

A. True, for cooperative education has become a way of life in more than one-third of the colleges and universities in this country. With the help of the college, an alternating work-study program can be tailored to your needs.

Q. If you have a college diploma, you're virtually assured of a high-paying job in the field of your choice when you graduate.

A. Your parents and your older friends may try to pound this into your head, but it's false. While it's true that over a lifetime, statistics show that the average college graduate earns more money than the person who did not get a college diploma, having a diploma does not guarantee you a high-paying job and certainly not in your field upon graduation. The job market operates on the principle of supply and demand.

A graduate who majored in math or an allied field should have a much better chance for a good job in the field of his choice today than a graduate who majored in philosophy. The opportunities in philosophy are limited — and so is the pay. That was once true of math.

Universal Press Syndicate

SECTION 2

Research reveals that we learn most easily in the first 7 years of our lives.

So why wait to age 14 to begin learning practical skills?

THE STATE ADVISORY COUNCIL ON VOCATIONAL EDUCATION RECOMMENDS THAT THE STATE BOARD OF EDUCATION REQUEST THE GENERAL ASSEMBLY TO AMEND THE GENERAL STATUTES SO THAT VOCATIONAL EDUCATION PROGRAMS, SERVICES, AND ACTIVITIES COULD BE OFFERED AT ANY GRADE LEVEL BY LOCAL BOARDS OF EDUCATION TO PUBLIC SCHOOL STUDENTS WITH SPECIAL NEEDS

Adopted
August 29, 1986

"It is the intent of the General Assembly that vocational education be an integral part of the education process" (G.S. 115C-151). Yet, state law defines the specific grade level in which vocational education courses may be taught. The statute provided that "The State Board of Education is authorized and directed to provide appropriate ... vocational education programs, services, and activities in grades 7-12 ..." (G.S. 115C-152). Notwithstanding this provision of law, another section of the PUBLIC SCHOOL LAWS, 1986 (G.S. 115C-106), dealing with "Special Education," provides that:

> The General Assembly of North Carolina hereby declares that the policy of the State is to ensure every child a fair and full opportunity to reach his full potential and that no child as defined in this section and in G.S. 115C-122 [to be presented later] shall be excluded from service or education for any reason whatsoever. This policy shall be the practice of the State for children from birth through age 21 and the State requires compliance by all local education agencies and local school administrative units.... (Underlining for emphasis.)

In addition G.S. 115C-122, as aforementioned, deals with the range of services available to students with special needs. As a matter of law, G.S. 115C-122(4) declares that:

> It is recognized that children have a variety of characteristics and needs, all of which must be considered if the potential of each child is to be realized; that in order to accomplish this the State must develop a full range of service and education programs, and that a program must actually benefit a child or be designed to benefit a particular child in order to provide such child with appropriate educational and service opportunities.

Another provision of State law, G.S. 115C-151, specifically related to vocational education, reveals that:

> It is also legislative intent to authorize the State Board of Education to support appropriate vocational education instruction and related services for individuals who have other specialized vocational education needs ....

Accordingly, the State Advisory Council on Vocational Education, hereinafter called "The Council," recommends that the State Board of Education request the General Assembly to modify the current law limiting vocational education to grades 7-12 by amending G.S. 115C-152. The specific proposed amendment is in BOLD PRINT and incorporated within the current statute (G.S. 115C-152) which is shown in regular print as follows:

> The State Board of education is authorized and directed to provide appropriate definitions to vocational education programs, services, and activities in grades 7-12 not otherwise included in this Part, PROVIDED THAT ANY LOCAL BOARD OF EDUCATION MAY OFFER APPROPRIATE VOCATIONAL EDUCATION COURSES, SERVICES AND ACTIVITIES AT ANY GRADE TO ACCOMPLISH THE POLICY OF THE GENERAL ASSEMBLY AS EXPRESSED IN G.S. 115C-106, G.S. 115C-122, AND G.S. 115C-151.

In making this recommendation to the State Board of Education, The Council is fully aware of the 1985 Curriculum Study: Vocational Education that reports a response from 916 individuals to the question of whether vocational courses should be taught below grade 7. Sixty-five percent of the respondents answered "No" to the question. Nevertheless, The Council believes it is now time to permit local boards of education the flexibility to offer vocational education courses, services, or activities at any grade level, especially to achieve a larger state goal of serving students with special needs and particularly the handicapped.

SECTION 3

Even though "technical" knowledge is what we'll all need for the High Tech Age, all postsecondary education institutions are, in fact, colleges.

THE STATE ADVISORY COUNCIL ON VOCATIONAL EDUCATION
RECOMMENDS THAT THE COMMUNITY COLLEGE ACT BE AMENDED
TO DESIGNATE ALL INSTITUTIONS AS COMMUNITY COLLEGES BY NAME

Adopted
August 29, 1986

On May 17, 1963, the North Carolina General Assembly ratified the Community College Act. The new system of postsecondary education was initially made up of a number of existing institutions, three public junior colleges and twenty industrial education centers or IEC's as they were known. The three public junior colleges offered the typical college courses for the first two years, commonly known as transferable college parallel courses. An IEC, on the other hand, was a facility in which an enlarged vocational education curricula for high school students was offered in the daytime with programs for adults in the late afternoon and evening. An IEC was a component of the total education program operated by a local school board. Over the ensuing twenty-three years, the number has become fifty-eight with twenty-six community colleges by name and thirty-two technical institutes or colleges by name. All of the 58 institutions comprise the community college system in North Carolina.

As stated in the General Statutes ((G.S. 115D-2(7)), the terms "technical institute" and "technical college" are synonymous. That is, both institutions offer courses for credit to train technicians; courses which <u>may</u> transfer for credit to a senior institution; courses to train for vocations, or specialty courses for specific trades or vocations; and courses in adult education. The <u>only</u> difference between a "technical institute" or "technical college" by name and a "community college" by name is that, by General Statute (G.S. 115D-2(2)) authority, a community college <u>offers</u> the freshman and sophomore courses of a college of arts and sciences. Otherwise, all three institutions regardless of name, are the same. The State Advisory Council on Vocational Education,

hereinafter called "The Council," believes that it is time -- way past time -- to call all of the institutions in the community college system by one name, that being "X" community college. The Council makes this recommendation to the State Board of Community Colleges based on the following facts:

(1) Consider the fact that the State Board responsible for the local institutions is named the "State Board of Community Colleges" (SBCC), and the department responsible for the principal state-level administrative duties is named the "Department of Community Colleges" (DCC).

(2) Consider the fact that today (1986), twenty-six (26) of the thirty-two (32) technical institutes and colleges have been approved by the SBCC to offer transferable general education courses.

(3) Consider the fact that all the technical institutes or technical colleges, as well as the community colleges, are accredited through the Commission on Colleges of the Southern Association of Colleges and Schools and not the Commission on Occupational Education.

(4) Consider the fact that the Report of the Community College and Technical Institute Planning Commission in May 1980 declared:

> Thus the institutional differences among institutions of different titles are more apparent than real. But the resulting confusion among the public at large is real .... We were advised that conversion of an institution from a technical institute to a community college in fact often results in an increase, not a decrease, in enrollments in the technical and vocational programs in the renamed institution.

(5) Consider the fact that when a conversion to community college status has occurred, data shows enrollment increases in vocational and technical programs, according to May 1986 report by the Research Triangle Institute (RTI) entitled: The North Carolina Community College Study: Mission, Enrollment and Staffing Patterns, Funding Procedures, and Administration

and Governance. While the purpose of this paper is not to deal with when an institution should be eligible to become a community college in function (that is another issue), The Council believes that the naming of all institutions as community colleges is likely to have the same impact on increasing enrollments in vocational and technical courses as when institutions are converted for function. Notwithstanding the fact that this paper does not deal with when an institution should be eligible to convert to a community college for functional purposes, The Council believes that the power to allow functional conversion should be vested in the SBCC; hence, suggested statutory changes are offered in the appendix.

(6) Consider the fact that the 16 constituent public higher education institutions in this state are all named "X" University; yet, each has different functions as determined by the Board of Governors under authority granted by the North Carolina General Assembly.

(7) Consider the fact that, notwithstanding the name of the institutions comprising the community college system, state law (G.S. 115 D-1) requires:

> The major purpose of each and every institution operating under the provisions of this Chapter shall be and shall continue to be the offering of vocational and technical education and training, and of basic, high school level, academic education needed in order to profit from vocational and technical education.

The researchers of the RTI study observed the following about the name of an institution:

> An issue that is most frequently believed to be involved has to do with the perception, by the institution staff and boards or by the general public, that the community college has higher academic status than the technical institute or college, and hence is a more attractive and somehow more legitimate .... We note that the conversations with students and prospective students elsewhere tended to confirm that the term "technical college" is perceived more positively by students than "technical institute," and that "community college" is a term perceived even more positively (p. 108).

The RTI study shows that changing the name of all the institutions to community college will enhance vocational and technical education.

Based on the foregoing considerations, The Council RECOMMENDS THAT THE COMMUNITY COLLEGES ACT BE AMENDED TO DESIGNATE ALL INSTITUTIONS AS COMMUNITY COLLEGES BY NAME. The suggested statutory changes to achieve this end are in the appendix.

APPENDIX I

SUGGESTED AMENDMENTS TO THE GENERAL STATUTES OF NORTH CAROLINA, CHAPTER 115-D

1. Add the words "upon approval by the State Board of Community Colleges" immediately following the words "arts and sciences" in (2)a. of G.S. 115-2.
2. Delete the wording of (7) in G.S. 115-2.
3. Make whatever editorial changes required throughout Chapter 115-D to conform with the foregoing amendments.

SECTION 4

How can we motivate students to stay in school beyond the legal age requirement?

THE STATE ADVISORY COUNCIL ON VOCATIONAL EDUCATION RECOMMENDS THAT THE STATE BOARD OF EDUCATION AND THE STATE BOARD OF COMMUNITY COLLEGES ADOPT THE ACTIONS CONTAINED HEREIN TO FOCUS ON THE DROPOUTS IN THIS STATE

Adopted November 21, 1986

North Carolina's Blueprint for Economic Development was released in August 1986 by the Department of Commerce. One of the significant findings in the report is as follows:

> Finally, it is of the utmost importance that all appropriate entities of state government work in a coordinated way to develop programs that will be successful in reducing our intolerably high dropout rate for high school students. As noted ..., recent studies show that 31% of our high school students fail to stay in school and earn a diploma. Until that situation is substantially corrected, development of an adequately educated labor force for the future is in jeopardy.[1]

A similar view was expressed in a recent paper entitled VOCATIONAL EDUCATION'S ROLE IN DROPOUT PREVENTION. In addition to stating "research evidence suggests that the dropout problem can be improved through a targeted educational program which includes vocational education,"[2] this paper indicated that, for the nation at large, the "dropout problem" costs $71 billion in lost tax revenue; $3 billion in increased welfare and unemployment costs, and $3 billion in crime-related costs in 1969 for males from 25-34 years old who had not completed high school.[3] A more recent study (1985) estimated the nationwide "... costs to be at least $20 billion per school class cohort, which means that each dropout costs society a minimum of $26,000 during his or her worklife."[4] Assuming the amount of $26,000 is correct, that figure multiplied times 27,642--the 23,799 estimated dropouts from the "regular" public high schools and the 3,843 from the extended day programs[5] in 1984-85--equals $718,692,000, the cost to North Carolina's "society." This loss-total of nearly $718.7 million appears to be an accurate amount as a 1982 report prepared for the Charlotte Area Literacy League found that, using

1970-cost figures, the aggregate loss of lifetime, personal income to those in the state with less than an eighth grade education is over $1 billion.[6] Parenthetically, the cost to implement the Basic Education Program (BEP), beginning in 1985-86 and concluding in 1992-93, is estimated to be $713,858,000;[7] nearly $5 million less than the cost to North Carolina's "society" during the lifetime of the 1984-85 public school dropouts. Simply put, the entire BEP might be underwritten by salvaging the dropouts from last year.

These facts require action by the state to deal with the dropouts from our schools. The State Advisory Council on Vocational Education, hereinafter called "The Council," believes that certain fundamental actions are necessary if the "dropout problem" is to be addressed. Accordingly, in order to establish a mechanism at the state and local levels so as to increase the number of North Carolina students who complete high school, the following concurrent action by the State Board of Education and the State Board of Community Colleges is recommended:

1. That the State Board of Education direct each local board of education to adopt a local policy on the "dropout." That local policy, as a minimum, shall require each local superintendent to send a list, at least each school month, with the names, addresses, and telephone numbers of all of the dropouts from the local public school system to the person directly responsible for the local public school extended day program, if one exists in the local education agency (LEA). Also, the dropout list is to be sent to the local community college institution that: (a) offers the GED (General Education Development) Test Program, which when successfully completed provides the student with a High School Equivalency Certificate, and (b) that cooperates with the local LEA in administering the Adult High School Diploma Program. As a minimum, the individual responsible for the extended day

program, if existing in a LEA, shall attempt at least three contacts with the dropout to explain the extended day program over a period of six months after a student has become a dropout. If a LEA does not have an extended day program, the community college institution shall make the contact on the same basis as if it were the extended day program. If a LEA does have an extended day program, then the community college institution would wait six months before making contact with any public school dropout. Any state-regulation changes needed to accomplish this end should be made by the State Board of Education and the State Board of Community College acting concurrently;

2. That the State Board of Community Colleges direct each community college institution to adopt a local policy on the "dropout." The policy, as a minimum, shall require at least three attempts at contacting the public school dropout to explain the Adult High School Diploma Program as well as the High School Equivalency Certificate Program (GED Testing). These attempts shall be undertaken as soon as practicable after the list of the dropout(s) is made available from the superintendent of schools in the service area of the community college institution, unless the LEA has an extended day program; in that case, the contact attempts by the community college institution will be deferred six months and then continued at least every six months thereafter for at least two years;
3. That the State Board of Education direct the Controller and the State Board of Community Colleges direct the State President, respectively, to devise an appropriate data form (and/or the modifications of any existing form) which will provide appropriate information on this

dropout effort in North Carolina to the end that the State Board of Education and the State Board of Community Colleges can report jointly to the Governor, at least every six months, on whether this policy is having any positive effect on increasing the number of students completing high school; and

4. That, in view of the large number of dropouts from high school completion programs offered under the authority of the State Board of Education and the State Board of Community Colleges, both boards enter into a collaborative research effort to evaluate the Regular High School Program, the Extended Day Program, the Adult High School Diploma Program, and the High School Equivalency Certificate Program to the end of making adjustments in these programs so as to better serve the potential dropout. The Council recommends "further that after the results of this evaluation are known, information on the various options for completing high school be made widely known to North Carolina citizens."[8]

On November 12, 1986, the North Carolina Commission on Jobs and Economic Growth issued its final report. In it, the following recommendation is contained:

> Public schools and community colleges should be mandated to work together to insure that students who drop out of public schools are referred to the community college system or to other appropriate service organizations.[9]

The Council agrees. Further, the Job Training Partnership Act (JTPA) was recently amended by the United States Congress. On October 16, 1986, the President signed the bill into law. One aspect of the amendments to JTPA requires Service Delivery Areas (SDAs) to underwrite "... literacy, dropout-prevention and school-to-work transition programs with grant funds reserved for education"[10] (underlining for emphasis). These funds along with other federal

and state funds for dropout prevention would be available to fulfill the actions proposed by this paper. Accordingly, The Council recommends THAT THE STATE BOARD OF EDUCATION AND THE STATE BOARD OF COMMUNITY COLLEGES ADOPT THE ACTIONS CONTAINED HEREIN TO FOCUS ON THE DROPOUTS IN THIS STATE.

References

1. North Carolina's Blueprint for Economic Development, released by the N.C. Department of Commerce, August 1986, p. 13.

2. James M. Weber and Donna M. Mertens, "Vocational Education's Role In Dropout Prevention," provided by the American Vocational Association, September 1986, p. 2.

3. Ibid, p. 1.

4. Ibid, pp. 1-2.

5. North Carolina Public Schools, Statistical Profile, 1986, issued by the Controller's Office, State Board of Education, 1986, p. I-32.

6. George S. Trevor and Kathy E. Campbell, "The Economic Cost of Illiteracy in North Carolina," prepared for the Charlotte Area Literacy League, September 7, 1982, p.3.

7. "The Public Schools: Hope for Improvement Focused on New Basic Education Program," North Carolina Magazine, September 1986, p.16.

8. Freedom Thrives Among a Self-Reliant People: Self-Reliance Begins With A Skill, Annual Report 1975, issued by the State Advisory Council on Vocational Education, 1975, pp. 13-14.

9. North Carolina Commission on Jobs and Economic Growth, Report, November 12, 1986, pp. 4; 25.

10. "Vocational Training News: Special Report," Vol. 17, No. 42, October 23, 1986, p. 1.

SECTION 5

In order to prepare quality workers, we *must* have quality educational programs.

THE STATE ADVISORY COUNCIL ON VOCATIONAL EDUCATION RECOMMENDS THAT THE STATE BOARD OF EDUCATION ADOPT A POLICY (EFFECTIVE UNTIL JULY 1, 1993) WHICH WOULD REQUIRE A LOCAL SCHOOL BOARD TO SEEK APPROVAL FROM THE STATE BOARD OF EDUCATION BEFORE ANY NEW VOCATIONAL EDUCATION PROGRAM COULD BE OFFERED. THE POLICY SHOULD REQUIRE A LOCAL SCHOOL BOARD TO DOCUMENT THAT APPROPRIATE EQUIPMENT, SUPPLIES, FACILITY, AND TEACHER WILL BE AVAILABLE BEFORE A NEW VOCATIONAL EDUCATION PROGRAM IS INSTITUTED USING FEDERAL AND/OR STATE FUNDS

Adopted November 21, 1986

Quality! This is the measuring stick by which all education programs should be judged. But, what is quality; how is it defined? To be sure there is no definition by which we all can agree. However, for educational programs, quality is usually measured by having a qualified teacher, appropriate supplies, necessary equipment, and the proper facility. No less should be expected for vocational education programs.

In 1977, the General Assembly declared its intention that vocational education was to be "... an integral part of the educational process" (G.S. 115C-151). In 1985, the General Assembly also declared that vocational education was to be a part of the Basic Education Program (BEP) which is "... to be offered to every child in the public schools" (G.S. 115C-81[a1]). "It is the goal of the General Assembly that the Basic Education Program be fully funded and completely operational in each local school administrative unit by July 1, 1993" (G.S. 115C-81 [a]). The BEP shall provide for, among other elements, the textbooks for each subject; staffing allotment ratios; materials and equipment allotment ratios; and facility standards (G.S. 115C-81(b)(3); (9); (10); (11). Because these elements of the BEP are projected to be in effect by July 1, 1993, and because vocational education in the public secondary schools of this state is offered "... for all youth who elect such instruction ..." (G.S. 115C-157); the State Advisory Council on Vocational Education, hereinafter called "The Council," recommends that, beginning in school year 1987-88, the State Board of Education (SBE) adopt a

policy which would require a local school board to seek approval from the SBE before any new vocational education program could be offered. The policy should require a local school board to document that the necessary equipment, supplies, facility, and personnel are available or will be available before the program is offered.

In making this recommendation, The Council is aware of the "Special Provisions" adopted by the General Assembly in the 1985-87 Appropriations Act for Current Operations. In that act certain "Standards" are required to be met before a local vocational education program plan or application may be approved by the SBE beginning with the 1986-87 school year (see Appendix). While these "Standards" for approval of vocational education programs are important, they have a limited focus on quality even though they are labeled as "Standards for Approval of Vocational Education Programs," hereinafter called the "Standards." Moreover, the Standards will not remain as a part of the General Statutes because the necessary language to accomplish this end was not included in the "Special Provisions." Thereby, the Standards are law only through the 1986-87 fiscal year. To reiterate, the Standards will not have legislative authority after the 1986-87 fiscal year (as the amended Appropriations Act for 1985-87 expires on June 30, 1987) unless the Standards are reenacted into law. Whether the Standards are reenacted or not, as has been stated, they have very little to do with quality. Nonetheless, the SBE has adopted the "Criteria and Procedures," hereinafter called the "Procedures," to implement the Standards. The Council reviewed the Procedures at its February 1986 meeting and concluded that they needed further study. The Council now believes that the Procedures are "long on form and short on substance;" put simply, there is too much paper work with the Procedures without a corresponding probability of improvement in quality. In the fourteen (14) pages of the Procedures, only one page contains any reference to some of the elements of a quality

program; namely, appropriate equipment and facilities and a program advisory committee. However, in the fourteen (14) pages of Procedures, no attention is given to the heart of any program -- the teacher. Apparently, the SBE also was concerned about the Procedures to implement the Standards. When the Procedures to implement the Standards were approved by the SBE, the Board observed that "... the impact of these standards ... cannot be known until implementation ...." The SBE decided to review the Procedures to implement the Standards "... no later than February 1987, if necessary." (Minutes of the State Board of Education, March 6, 1986, p.2.)

If the purpose of the current Standards and Procedures is to improve quality, The Council believes that they do not achieve this end. If their purpose is to determine when a program should be offered, The Council is not certain this end is achieved either. Therefore, The Council believes that the Standards should not be reenacted; that they be permitted to expire on June 30, 1987; and that the Procedures of the SBE be replaced. In their place, The Council recommends that the SBE require a certification from the local school board that the necessary personnel, supplies, equipment, and facility would be in existence before the requested program is instituted. The certification form from a local board to the SBE should be simple to complete; for example, a check-off sheet. Once the certification is received by the SBE, the Board would consider the new program for approval. This procedure should remain in force until July 1, 1993, at which time it is projected that all programs, new and existing, would be subject to the requirements established by the BEP.

Accordingly, The Council RECOMMENDS THAT THE STATE BOARD OF EDUCATION ADOPT A POLICY (EFFECTIVE UNTIL JULY 1, 1993) WHICH WOULD REQUIRE A LOCAL SCHOOL BOARD TO SEEK APPROVAL FROM THE STATE BOARD OF EDUCATION BEFORE ANY NEW VOCATIONAL EDUCATION PROGRAM COULD BE OFFERED. THE POLICY SHOULD REQUIRE A LOCAL SCHOOL

BOARD TO DOCUMENT THAT APPROPRIATE EQUIPMENT, SUPPLIES, FACILITY, AND TEACHER WILL BE AVAILABLE BEFORE A NEW VOCATIONAL EDUCATION PROGRAM IS INSTITUTED USING FEDERAL AND/OR STATE FUNDS.

APPENDIX*

STANDARDS FOR APPROVAL OF VOCATIONAL EDUCATION PROGRAMS

Sec. 28. Beginning with the plans and applications for the 1986-87 school year, the State Board of Education may not approve any local vocational education plans or applications unless:

(1) The programs are in accordance with the purposes of G.S. 1150-151;

(2) The vocational programs and courses are not duplicated within a local school administrative unit, unless the unit has data to justify the duplication or the unit has a plan to redirect the duplicative programs within three years;

(3) For all current job skill programs, there is a documented need, based on labor market data or follow-up data, or there is a plan to redirect the program within two years;

(4) New vocational programs show documented need based on student demand, or for new job skill programs, based on student and labor market demand; and

(5) All programs are responsive to technological advances, changing characteristics of the work force, and the academic, technical, and attitudinal development of students.

Local programs using the cooperative vocational education method shall be approved subject to students enrolled being placed in employment commensurate with the respective program criteria.

As used in this section, "labor market data" means data provided in the State Plan for Vocational Education, data provided through a local survey, or both.

*Senate Bill 1, Chapter 479, enacted by the 1985 General Assembly.

SECTION 6

All students need direction from someone who really cares.

THE STATE ADVISORY COUNCIL ON VOCATIONAL EDUCATION RECOMMENDS THAT THE STATE BOARD OF COMMUNITY COLLEGES GIVE RENEWED EMPHASIS TO COUNSELING OF FULL AND PART-TIME STUDENTS IN THE COMMUNITY COLLEGE SYSTEM AND REINSTITUTE THE "NON-TEACHING STAFFING CHART" TO ENSURE THAT PROFESSIONAL COUNSELORS ARE PROVIDED FOR STUDENTS ATTENDING COMMUNITY COLLEGE INSTITUTIONS

Adopted November 21, 1986

The Community College System was founded in 1963 primarily to extend universal educational opportunity beyond the high school to citizens of the state. The program of education offered by technical institutes and community colleges was to be comprehensive, including vocational, technical, and college parallel courses, and general adult short courses.

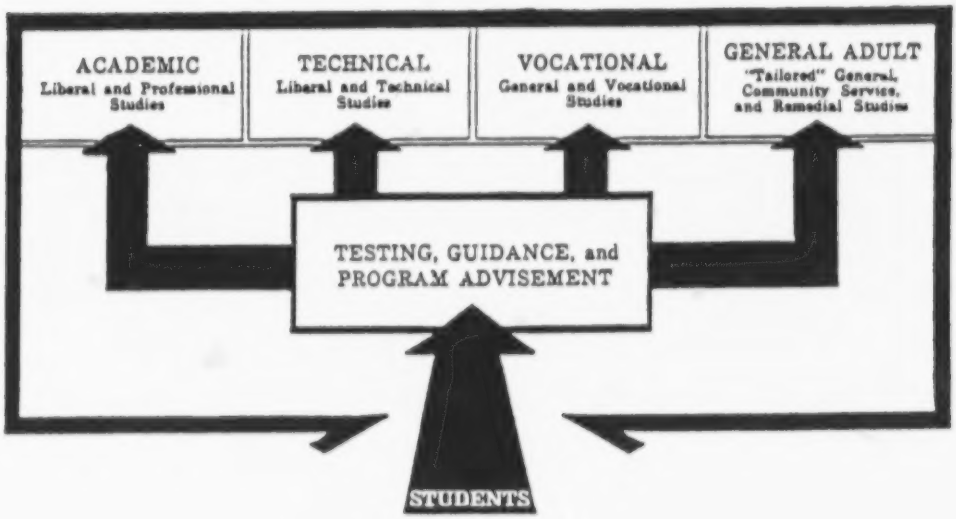
The admissions policy of the new institutions was from the outset "open door." An official publication in 1968 entitled, The Comprehensive Community College System In North Carolina, published by the Department of Community Colleges, explained the "open door" admission policy as follows:

> Any person who is 18 years old or older, whether he is a high school graduate or not, can find in one of these institutions an educational opportunity fitted to his ability and needs. This is what the open door admission policy means. For any applicant who seriously wants and needs more education the door of the institution is open. After admission he is tested and counseled, not in order to reject him if he does not meet a set educational standard, but to help him get placed in the educational program for which his ability, his previous educational background, and his objectives in life best fit him. This counseling service is the first of three essential parts of an open door institution. (Emphasis in original.) (p.6)

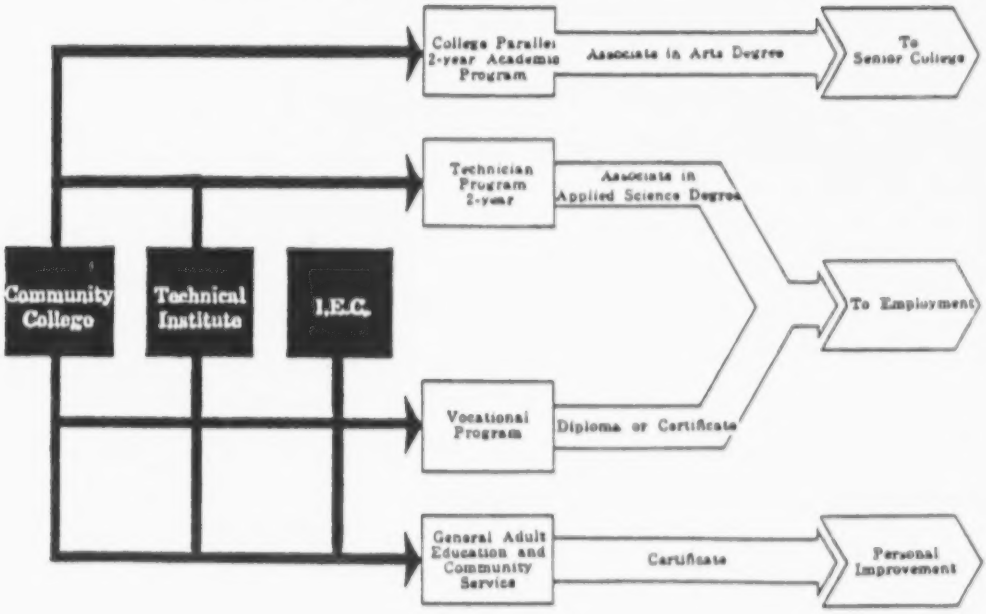
The central importance of counseling to community college students was displayed in graphic form on page seven of that same 1968 publication. The emphasis on testing, guidance and program advisement is clear in the chart reproduced below:

How necessary is counseling in the 1980's in the community college system? The curriculums offered in the community college system now number more than two hundred. Many other areas of choice of training and education are available

THE OPEN DOOR COMPREHENSIVE COMMUNITY COLLEGE



EDUCATION PROGRAMS IN INSTITUTIONS



through the several thousands of so-called "short courses" offered through continuing education programs. Job opportunities are declining in some fields even as employment opportunities increase in other areas. Complex technology is impacting work and employment resulting in a need for more training and retraining. Counseling of students on employment opportunities, education and training options, and in job placement is more necessary than ever if students are to make informed vocational and educational choices.

What is the availability of professional counselors to the students in the community college system? Fewer than one hundred counselors are listed by title in the North Carolina Student Personnel Directory, 1985-86, which is compiled and published by the Department of Community Colleges. Indeed, six institutions did not indicate having any counselors by title. Clearly, counseling services essential to assisting students in obtaining appropriate placement, either in educational training programs and/or on the job, are inadequate. The results of misplacement of students in training programs are lower retention in enrollment, increased failure of students, teachers frustrated by unprepared and poorly motivated students, students trained for jobs with limited employment openings, and employers handicapped by shortages of trained workers. Moreover, recent follow-up studies of former community college system students by the Department of Community Colleges have found that job placement and counseling are functions that are most in need of improvement by the community college institutions.

How can counseling service be assured in the community college system? In the early years of the community college system the essential place of counselors was assured by means of a "Non-Teaching Staffing Chart" adopted by the State Board. The chart was the basis for legislative funding of counselor positions as well as for allocation of the positions among the institutions based on enrollment (copy of chart attached). The "Non-Teaching Staffing Chart" was

discontinued in 1978. If the chart were still in use for the 1986-87 school year, an estimated 400 counselors would have been made available to students in the community college system. The State Advisory Council on Vocational Education, hereinafter called "The Council," recommends that the "Non-Teaching Staffing Chart" be reinstituted by the State Board of Community Colleges as a fundamental way to assure that counselors are provided for students attending the community college institutions in this state.

The Council is concerned about the apparent decline of counseling in the community college institutions and the consequent negative impact on the original "open door" admissions policy of the system. The Council believes that counseling is an essential service to students in the process of making training and employment decisions. Therefore, THE STATE ADVISORY COUNCIL ON VOCATIONAL EDUCATION RECOMMENDS THAT THE STATE BOARD OF COMMUNITY COLLEGES GIVE RENEWED EMPHASIS TO COUNSELING OF FULL AND PART-TIME STUDENTS IN THE COMMUNITY COLLEGE SYSTEM AND REINSTITUTE THE "NON-TEACHING STAFFING CHART" TO ENSURE THAT PROFESSIONAL COUNSELORS ARE PROVIDED FOR STUDENTS ATTENDING COMMUNITY COLLEGE INSTITUTIONS.

NON-TEACHING STAFFING CHART

Based on Total Curriculum and Regular Budget Extension FTE

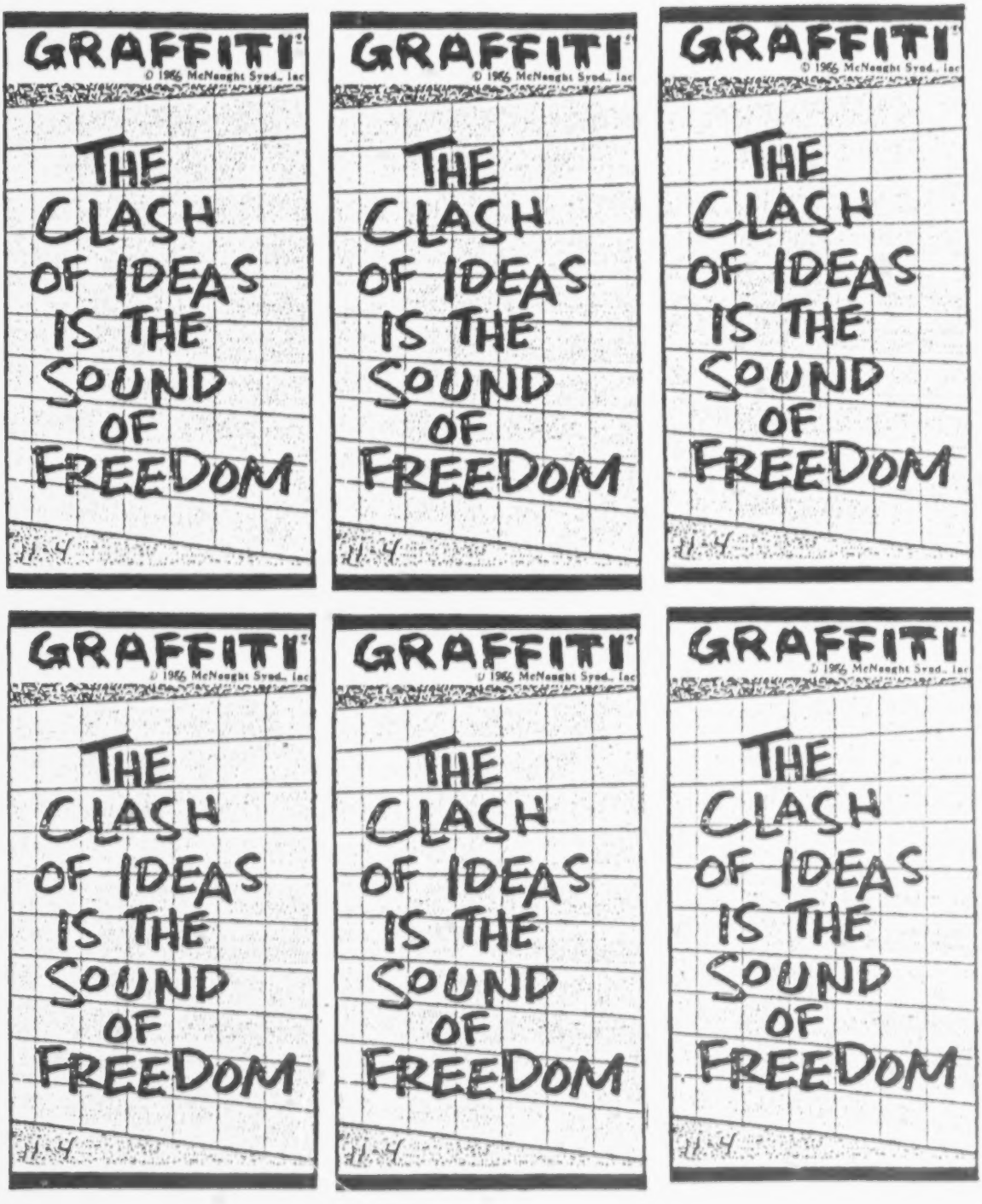
	0-150		151-250		251-350		351-500		501-700		701-1000		1001-1500		1501-2000		2001-2500		2501-3000		3001-3500	3501-4000	4001-4500	4501-5000	5001-5500	5501-6000	6001-6500	6501-7000	7001-7500	7501-8000
	TT	CC	TT	CC	TT	CC	TT	CC	TT	CC	TT	CC	TT	CC	TT	CC	TT	CC	TT	CC	TT&CC	TT&CC	TT&CC	TT&CC	TT&CC	TT&CC	TT&CC	TT&CC	TT&CC	TT&CC
President	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Inst. Dean	0	0	0	0	0	0	0	0	0	1	0	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Administrators	3	4	3	4	4	4	4	5	5	6	5	6	6	6	7	7	7	7	8	8	9	10	11	12	13	14	15	16	17	18
Counselor Registrar	0	0	0	0	1	1	1½	1½	2	2	3	3	4	4	5½	5½	7	7	8½	8½	10	11½	13	14½	16	17½	19	20½	22	23½
Librarian	1	1	1	1	1	1	1½	2	2	2	2	2	2	2	3	3	3	3	4	4	5	6	6	8	8	9	10	11	12	13
Learning Lab Coordinators	2	2	2	2	2	2	2	2	2½	2½	2½	2½	3	3	3½	3½	4	4	4½	4½	5	5½	6	6½	7	7½	8	8½	9	9½
Bookkeeper	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	2	2	2	2	2	2	2	3	3	3	4	4	4	5
Clerical	2	2	3	3	4	4	5	6	6	7	8	9	10	11	12	13	15	16	19	20	25	29	33	37	41	45	49	53	57	61
TOTAL	10	11	11	12	14	14	16	18½	19½	22½	22½	25½	28	29	34	35	40	41	48	49	58	66	73	83	90	98	107	115	123	132

NEW INSTITUTIONS PHASED IN AS PROGRAM DEVELOPS. TRUSTEES, UPON RECOMMENDATION OF CHIEF ADMINISTRATIVE OFFICER, MAY DETERMINE SPECIFIC NON-TEACHING PERSONNEL TO BE EMPLOYED WITHIN FUNDS AVAILABLE, THUS PERMITTING SUBSTITUTIONS BUT NOT ADDITIONS TO THE TOTAL NUMBER OF POSITIONS PROVIDED IN THE FORMULA ALLOTMENT.

ADD 1 ADMINISTRATOR FOR EACH 500 ABOVE 8,000.
ADD 1½ COUNSELOR REGISTRAR FOR EACH 500 ABOVE 8,000.
ADD 1 LIBRARIAN FOR EACH 500 ABOVE 8,000.
ADD 1/2 LEARNING LAB COORDINATOR FOR EACH 500 ABOVE 8,000.
ADD 1 BOOKKEEPER FOR EACH 1,500 ABOVE 7,500.
ADD 3 CLERKS FOR EACH 500 ABOVE 8,000.

SECTION 7

Once we all agree on what we should do about something, let's *do* it!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THE CLASH OF IDEAS IS THE SOUND OF FREEDOM
11-4

THE CLASH OF IDEAS IS THE SOUND OF FREEDOM:

A Statement on the Vocational Education Study

by
E. Michael Latta
Executive Director

for the
State Advisory Council on Vocational Education

Adopted on
February 20, 1987

EXECUTIVE SUMMARY

The Vocational Education Study: Final Report was released by the Research Triangle Institute (RTI) in November 1986. The Vocational Education Study, hereinafter called the Study, was developed by RTI, under contract with the Joint Legislative Commission on Governmental Operations, hereinafter called the Commission. The Study contained twenty-five (25) specific recommendations for the state's policymakers to consider. The State Advisory Council on Vocational Education, hereinafter called The Council, supports (or agrees in concept) with a substantial majority of the recommendations in the Study. In fact, The Council already had made recommendations related to nineteen of the recommendations (in whole or in part) that are in the Study. It is not important, however, what agency or organization has made recommendations (or when they were made or under what circumstances they were made), the question is: Will there be a substantial response to the recommendations in the Study? If previously made recommendations of a similar nature are evaluated, the lack of response by the state's leaders is clear. Little attention has been given.

Perhaps the difference between the recommendations of the Study and previous recommendations of others is that the Study has already been the subject of four hearings throughout the state. Also, eight other reports issued in the state during 1986 reinforce the overall tone of the Study; namely, vocational education is an essential program for the public schools; the major program thrust of community colleges, a teacher education area needing special attention by the universities and colleges in the state, and that vocational education programs are available for the clientele in nearly a dozen state departments. The Study, however, does not decide directions for the future. Only state and local policymakers can make those decisions. What decisions will these leaders make? Only

time will tell. The Council, however, would be bold enough to state that the Study conducted for the Commission would not have been necessary if the major recommendations of The Council had been addressed over the years. Even now The Council believes that its recommendations would be easier to implement and would have a more immediate impact, as well as long-term effect, than those proposed in the Study.

THE CLASH OF IDEAS IS THE SOUND OF FREEDOM:

A Statement on the Vocational Education Study

"The Clash of Ideas is the Sound of Freedom" is the lead title of this paper for at least two reasons. First, the title is a reminder that it was only two hundred years ago, 1787, when the Constitution of the United States was established that prescribes what "We the People" believe. It was four years later when the ten original amendments, better known as the Bill of Rights, were ratified. North Carolina was one of the states that withheld its approval of the Constitution until the Bill of Rights was proposed. The first Bill of Rights, among other expressions, declares that "Congress shall make no law ... abridging the freedom of speech ...," allowing people a constitutional right to express their ideas. Second, the lead title of this paper is a reminder that there are many different ideas about the role and function of vocational education in the state.

The Vocational Education Study: Final Report was released by the Research Triangle Institute (RTI) in November 1986. The Vocational Education Study, hereinafter called the Study, was developed by RTI, under contract with the Joint Legislative Commission on Governmental Operations, hereinafter called the Commission. The contract with RTI by the Commission was entered into on May 1, 1986 and, among other requirements, called for RTI to "make up to four oral presentations of the final report after its acceptance by the Commission to the public at various sites within this state as to be determined by the Commission." The services of the contract "shall be completed by the 31st day of December 1986." The authority for the Commission to contract for the Study had been authorized by the 1985 General Assembly (see Appendix I).

What led the General Assembly to authorize the Study? While all of the reasons for the Study are not certain, it is reasonable to assume that one of the

reasons was An Action Plan, issued by the North Carolina Commission on Education for Economic Growth in April, 1984 that stated:

> In developing the State Basic Education Program, the State Board of Education should undertake a thorough review of vocational education and should develop a plan to maintain the relevance of vocational education in a changing economy.

When the General Assembly authorized the Study in 1985, the State Board of Education had not officially responded to the suggestion that a review of vocational education be undertaken. Hence, the General Assembly decided to act on its own. It is true, however, as the General Assembly was authorizing the Study, that the Department of Public Instruction of the State Board of Education already had underway a Curriculum Study: Vocational Education, subsequently issued in 1986. It is important not to confuse the Study conducted for the Commission, and the Curriculum Study: Vocational Education, A Report from the Vocational Education Curriculum Study Committee to the State Board of Education. It would be easy to be confused by the similarity of the titles of these reports. The Study, however, is a comprehensive review of vocational education in the state, whereas the Curriculum Study focuses attention on the programs of vocational education in the public schools. The Study conducted for the Commission is the focus of this paper as the State Advisory Council on Vocational Education, hereinafter called The Council, has already spoken to the Curriculum Study. The Council's concern about the Curriculum Study: Vocational Education is contained in Appendix II. Reiterated is a critical observation of The Council about the Curriculum Study. This report:

> ... reveals that two-thirds of the 60 recommendations can be implemented by 'Enforce[ing] Existing Policy.' Even eliminating the 20 recommendations that also require funding, this analysis indicates that substantial improvement in vocational education in the public schools

can be accomplished by implementing existing policies.

> The Study ... supports the Council's 1984 recommendation that the State Board of Education provide more effective leadership for vocational education. Further, this Study suggests that the Department of Public Instruction is not implementing existing Board policies. In responding to the Curriculum Study the Board needs to be aware that of the 60 recommendations, one-third requires new policies; one-third can be implemented under existing policies with additional funds; and one-third of the recommendations can be implemented by enforcing existing policies.

The 1986 published version of the Curriculum Study contains the phrase "Continue Existing Policy" of the State Board of Education as opposed to the earlier document that was reported to the State Board of Education that contained the phrase "Enforce Existing Policy." The Council's view has been and continues to be that it makes little sense to have policies, or using the phrase from the published Curriculum Study "Continue Existing Policy," if the staffs of the Departments of the State Board of Education are not going to "Enforce Existing Policy" related to vocational education.

As to the Study prepared for the Commission, how were the Study items developed? Essentially, the elements of the Study (see Appendix I, Numbers (1) through (5)) were developed by The Council. The events leading up to these items being studied were as follows:

(1) Following the release of An Action Plan in 1984, the State Board of Education began determining its approach to the Plan. At its August 12, 1984 meeting, the Board members discussed the possibility of requesting The Council to undertake a review of vocational education. Accordingly, the Chair of the Vocational Education Committee of the State Board of Education appeared before The Council at its August 1986 meeting. After hearing the request of the State Board of Education, the following motion was adopted:

> The Council directed that between this meeting and the November meeting the Executive Committee discuss and clarify the issues pertaining to the study of secondary vocational education and present a recommendation(s) as to how to deal with this issue at the next meeting.

(2) From September to December 1984, several key events took place related to a review of vocational education. These events were summarized by the Chair of The Council when he appeared before the State Board of Education on December 5, 1984. His statement, in part, was:

> At your August 1984 meeting you asked The Council to consider conducting a Review of Vocational Education. This request to The Council originated from a recommendation from the Commission on Education for Economic Growth that the State Board of Education conduct such a review. That recommendation was directed to this Board in April 1984.
>
> I met with you at your September 1984 meeting to begin the process to determine what sort of Review was needed and how the Review was to be financed. At that meeting you approved a motion which made $20,000 available to The Council -- if The Council agreed to conduct the Review. At that meeting I proposed that the Executive Committee of The Council meet with ... Board Members to determine objectives of the Review. The meeting was held on September 21, 1984, and the objectives were identified, and it was agreed that The Council would determine the costs of having the Review conducted.
>
> The Council completed its agreed upon assignment, that of asking for quotes from outside sources, and I transmitted the essence of our findings to you in a letter of November 7 -- which you discussed at your November 14 meeting.
>
> In summary, my letter of November 7 said that I would recommend to The Council that it match your offer of $20,000 to conduct a Review, provided that the remaining funds which would be needed to conduct an adequate Review are provided. This recommendation was made and approved at the November 16 meeting of The Council. This action was taken with the knowledge that you had reviewed our letter of November 7 as well as with the knowledge that you had requested The Council to go forward with the Review utilizing the funds in hand. ...
>
> The Council feels that it should not go forward with the Review at this time since we have determined that an adequate Review can cost as much as $150,000.

> It is the feeling of The Council that, if the State Board wants a Review conducted, needed funds should be sought from the Governor, the General Assembly, foundations, or other sources so that a comprehensive study can be conducted.

In this statement, the Chair of The Council refers to a letter to the State Board of Education of November 7, 1984. It is in Appendix III.

(3) Based on this statement by the Council's Chair, the State Board of Education decided that it could have a review of vocational education completed for less money and authorized its staff to expand the Curriculum Study, previously mentioned, as it was already underway in the Division of Vocational Education of the Department of Public Instruction. (Parenthetically, the Study conducted for the Commission cost $74,970. The State Board has not reported the cost of its Curriculum Study.)

(4) Notwithstanding the fact that the State Board of Education had expanded the Curriculum Study: Vocational Education as a response that a review of vocational education be conducted, the 1985 General Assembly authorized its Study. When the legislature was seeking to determine the components of its Study, The Council's list of study elements, which had originally been developed by The Council when it was considering a review of vocational education for the State Board of Education, were utilized. The Study elements, as well as the projected cost authorized by the General Assembly, were in large measure those developed by The Council. (Again, see Appendix I.)

The RTI report addressed each legislative mandate in the Study as authorized by the 1985 General Assembly. The twenty-five (25) specific recommendations from the Study are in Appendix IV. As important as these recommendations are, it is desirable to review the Study recommendations in view of at least three other

factors: (1) an analysis of the statements at the four public hearings suggests that nearly everyone was negative about the Study in general and certain recommendations in particular; (2) most of the recommendations, if they are implemented, would require action by the General Assembly and/or the State Board of Education and/or the State Board of Community Colleges as well as a response by the Board of Governors of the University of North Carolina; and (3) eight other reports, issued during 1986 in the state, should be considered in relationship to the Study. Those eight other reports are listed in Appendix V. The role of vocational education in the state cannot be fully understood without reviewing these reports as they impact on the Study.

The Council's statement to each Study recommendation is in relation to a review of the aforementioned reports as well as The Council's previous recommendations. The Study recommendations and The Council's statement on each recommendation are as follows:

The North Carolina General Assembly should:

> Recommendation 1: Enact an Education and Work Act that would (1) affirm the central importance of work-related education; (2) provide a strong mandate for changing the course of public secondary education; and (3) clarify the role of public school education as it relates to the community college mission in North Carolina. Mandate the restructuring, within a specified time frame, of public secondary education according to the work-related, occupational cluster concept outlined above. Direct the State Board of Education to provide the General Assembly with a plan and accompanying budget describing the proposed activities and projected costs required to carry out the intent of the Act within the prescribed time.
>
> The Council's Statement: While Recommendation 1 is appropriate in concept, the General Assembly does not need to take this action for at least the following reasons: (a) The Council recommended in 1976 that an overall statewide policy on vocational education be established. (b) The 1977 General Assembly responded. In that

year vocational education was established as a state function in the public secondary schools, making it "... an integral part part of the educational process." (c) Likewise, the 1984 General Assembly enacted the Elementary and Secondary Reform Act. That Act had this provision: "It is the policy of the State of North Carolina to create a public school system that graduates good citizens with the skills demanded in the marketplace, and the skills necessary to cope with contemporary society, using state, local and other funds in the most cost-effective manner." In addition, the Reform Act required the State Board of Education to adopt a Basic Education Program (BEP). The law states that the BEP "shall describe the education program to be offered to every child in the public schools," one of which is to be "vocational education." What is needed in order to achieve Recommendation 1 is for the State Board of Education to PROVIDE MORE EFFECTIVE LEADERSHIP FOR VOCATIONAL EDUCATION, a recommendation The Council made in 1984. (d) The mission of the community college system is clearly stated in Chapter 115-D of the General Statutes. Moreover, the General Statutes allowed local boards of trustees the following authority:

> ... notwithstanding any law or administrative rule to the contrary, local administrative boards and local school boards may establish cooperative programs in the areas they serve to provide for college courses to be offered to qualified high school students with college credits to be awarded to those high school students upon the successful completion of the courses. Provided, further, that during the summer quarter, persons less than 16 years old may be permitted to take noncredit courses on a self-supporting basis, subject to rules of the State Board of Community Colleges.

Recommendation 2: Revise the General Statutes of the State of North Carolina pertaining to vocational education to reflect a cluster approach to the provision of vocational education programs, services, and activities in the Public School System.

The Council's Statement: It is not necessary for the General Assembly to amend the General Statutes to accomplish Recommendation 2. If this action is warranted, and there is a substantial body of evidence to support this recommendation, the State Board of Education, as well as local boards of education, have sufficient legal power to act. Again, what is missing is leadership from the State Board and local boards in regard to vocational education. An endorsement of Recommendation 2 by The Council should not be interpreted to support Recommendation 10. See The Council's Statement following that recommendation for clarification.

The State Board of Education and the Department of Public Instruction should:

Recommendation 3: Review and revise as necessary all education policies to ensure that they are fully compatible with the philosophy and mandated structure for implementation of work-related education.

The Council's Statement: The response to Recommendation 1 is an adequate statement to Recommendation 3 in that, if the current mandates of the General Assembly are implemented, this recommendation is likely to be achieved.

Recommendation 4: Require that all pupils enroll in an Introduction to Occupations program at grades 7 and 8 that is integrated with a statewide career information system.

The Council's Statement: The concept of Recommendation 4 is a good one. It appears that the recommendation would require one course, Introduction to Occupations, at grades 7 and 8. If this is to require the same course both years, The Council does not

agree; if it is to require only the one course, The Council believes that there are several other courses of a similar nature that local boards should be allowed to select from in making them available to students. Currently, about 50 percent of the students in the middle grades enroll in a prevocational education course. To add the other 50 percent will require additional state funds, which The Council supports.

Recommendation 5: Develop a listing of approved occupational clusters.

The Council's Statement: The Council supports Recommendation 5 and again pointed out that the State Board of Education through the Department of Public Instruction has the necessary authority to accomplish this recommendation. See The Council's Statement to Recommendation 2 for further clarification.

Recommendation 6: Develop cluster-based curriculum for each approved occupational cluster.

The Council's Statement: The Council agrees. Please see response to Recommendations 5 and 21.

Recommendation 7: Review textbooks and other instructional materials in the areas of math, language arts, science and social studies to determine the need for additional work-related curricula and instructional materials.... Develop appropriate instructional materials as required to support the work-related, occupational cluster concept in those areas where coverage is deficient and/or there is a paucity of work-related examples and applications.

The Council's Statement: Recommendation 7 is a good concept. See The Council's Statement under Recommendations 1, 2, 5, 6, and 21.

Recommendation 8: Provide in-service workshops to assist teachers in utilizing the developed materials in an effective

and efficient manner.

The Council's Statement: This is a good recommendation. In The Council's nearly twenty years of making recommendations, more recommendations have been made regarding the need for improving in-service and pre-service experiences of vocational teachers than any other recommendation. The problem still needs attention.

Recommendation 9: Define the basic skills requirements for success in employment requiring no more than a high school education. Use these requirements as a basis for establishing minimum basic skills proficiency levels. Develop remedial instruction programs and procedures for early identification and remediation of pupils with deficiencies.

The Council's Statement: This is a good recommendation and The Council supports its implementation. Some work to accomplish Recommendation 9 is already underway in the state.

Recommendation 10: Provide guidelines to local public school systems for phasing out existing occupational-specific programs.

The Council's Statement: The Council does not agree with Recommendation 10 as it does not support the "Phasing out [all] existing occupational-specific programs." The word "all" has been inserted in the preceding statement as the reading of this sentence implies "all" to The Council. While there are some occupational-specific courses that should be phased out, all of them should not be. The Council basically agrees with an editorial published by the Oxford Public Ledger on December 1, 1986 as its statement to Recommendation 10. See Appendix VI. Also see The Council's Statement after Recommendation 11.

Recommendation 11: Support the maintenance of a statewide network of industry-education councils.

The Council's Statement: This is a good recommendation. The word "maintenance" is critical to this recommendation. While local boards of education (as well as local boards of trustees for community college institutions) have had "local advisory councils" in operation for many years, the term "industry-education councils" is a better name for these councils. However, research conducted by The Council reveals that only about 30 percent of these local advisory councils are effective. If local advisory councils are to be effective, a "maintenance" effort will be necessary. That is why The Council has made seven recommendations on this topic over the last eighteen years; the latest recommendation in 1981. That recommendation was for the State Board of Education and for the State Board of Community Colleges to DETERMINE THE TRAINING NEEDS FOR LOCAL ADVISORY GROUPS AND PROVIDE THAT TRAINING AS A REGULAR ACTIVITY. Prior to 1981, the State Board of Education provided policy direction for the community college institutions as well as public schools.

Recommendation 12: Establish cojointly with the Community College Board guidelines for articulation with Community College System programs.... Participate in cooperative efforts with the Community College System (as indicated in Recommendations 17 and 18).

The Council's Statement: The first sentence of Recommendation 12 is strongly supported by The Council (even though the word "cojointly" cannot be found in a dictionary). The Council has made a half dozen specific recommendations on the topic of articulation over the last eighteen years. Appendix VII contains The Council's major recommendations on articulation, the years in which the recommendations were made, and the State Board of Education's

(SBE's) response, if known. Again, when these recommendations were made, the State Board of Education was responsible for establishing policy for both the public schools and the community college institutions. It was not until 1981 that the General Assembly established a separate board to oversee the community college system. On the topic of articulation, however, it should be noted that the State Board of Education and the State Board of Community Colleges met together in January 1987 and, among issues, agreed to address and work toward the concept proposed in the first sentence of Recommendation 12.

As to the second sentence of Recommendation 12, The Council does not agree that the community college system should be (or could be) the "presumptive provider of occupational-specific education in North Carolina," as recommended in Recommendation 17. It is presumptuous to believe the community colleges could implement this recommendation, even if it agreed to be the "presumptive provider of occupational-specific education" for the state. See The Council's Statement in regard to Recommendation 10 for further clarification.

The Department of Community Colleges should:

Recommendation 13: Conduct a detailed study of the actual cost of instruction over the various programs with the objective of establishing revised budgeting formulas to reimburse institutions for actual cost for their program and student configurations.

The Council's Statement: The Council agrees with Recommendation 13. In fact, three times a similar recommendation has been made to the State Board of Community Colleges (or to the State Board Education when it was the policymaking body for the community college

system) by The Council; once in 1975, again in 1978, and again in 1982. As importantly, an almost identical recommendation was made by the "Sanford Commission" in 1980 (named for Senator Terry Sanford, then President of Duke University) when the State Board of Community Colleges was being initiated.

Recommendation 14: Re-examine the tradition of special allocations by the General Assembly, in terms of its potential deleterious impact on equity among the institutions, and on the strength of the State Board to operate the System as a System.

The Council's Statement: The Council agrees with Recommendation 14. In fact, The Council made a similar recommendation to the State Board of Community Colleges (SBCC) in 1984. The specific recommendation was that the SBCC PETITION THE GENERAL ASSEMBLY TO ENACT A LAW WHICH WOULD PROHIBIT THE INTRODUCTION OF SPECIAL BILLS FOR INDIVIDUAL COMMUNITY COLLEGE INSTITUTIONS.

Recommendation 15: Intensify current efforts to examine the adequacy of faculty salaries and instructional equipment, toward identifying instances where the quality of vocational/technical education may be unacceptable or minimal.

The Council's Statement: The Council agrees with Recommendation 15. This should be an ongoing effort of the SBCC. Educational and political leaders of the state acknowledge that the average salary of the instructors in the community college system is at or near the bottom of comparable institutions in the south. To improve the quality of teachers in the community college system, The Council, in 1984, made a recommendation that the SBCC DEVELOP A PLAN TO TRAIN NEEDED SKILLS TEACHERS (for the first two years) THROUGH THE COMMUNITY COLLEGE SYSTEM. At that time, The Council found that nearly 30 percent of the fulltime faculty members in the community college system who

teach vocational and technical education have less than a four-year degree, whereas nearly 18 percent have less than a two-year degree.

Recommendation 16: Where urgent needs for improvement to bring programs up to acceptable quality are found to exist, assess alternatives for improvement other than wholesale increase of general or specific appropriations.

The Council's Statement: The Council agrees with Recommendation 16. For further clarification, see The Council's Statement to Recommendations 13 and 14.

Recommendation 17: Accept the Community College System role of presumptive provider of occupational-specific education in North Carolina and work with the Department of Public Instruction and local school systems to bring about an orderly and timely transfer of occupational-specific educational responsibilities from the public high schools to the local community colleges and technical institutes.

The Council's Statement: The Council does not agree with Recommendation 17. It is neither practical nor necessary. It is probably not possible to achieve. There are over 300 secondary schools in the state located in 140 school administrative units of the state. Most offer occupational-specific vocational education programs. There are 58 community colleges, all of them serving adults whose average age is nearly thirty. While The Council does support effective and well planned efforts to improve the vocational education programs at the local level, Recommendation 17 is not the right approach. See The Council's Statement on Recommendation 11 and the statement about the first sentence of Recommendation 12 for further clarification. Also, see The Council's Statement following Recommendation 1.

Recommendation 18: Initiate a joint task force of members of the State Board of Education and the State Board of Community Colleges (with assistance of their departmental staff members,

as appropriate) to establish improved cooperation and articulation between the two systems and between local public school and community college boards and educational programs.

The Council's Statement: The Council agrees with Recommendation 18. See also The Council's Statement about the first sentence of Recommendation 12 for further clarification.

The North Carolina Job Training Coordinating Council, the State Advisory Council on Vocational Education, and other State agencies should:

Recommendation 19: Continue current and planned initiatives toward clarification and coordination of JTPA and economic development activities in the state.

The Council's Statement: The Council agrees with Recommendation 19. Further in response to this recommendation, among other reasons, The Council adopted on February 20, 1987 a paper entitled "An Evaluation of the Adequacy and Effectiveness of the Vocational Education Program Delivery Systems Assisted Under the Carl D. Perkins Vocational Education Act (VEA) and under the Job Training Partnership Act (JTPA)." Many of the findings and recommendations in that paper provide for clarification and coordination of the JTPA and economic development activities in the state, especially the relationship and the role of vocational education. The executive summary for that paper is Appendix VIII.

The Labor Market Information Division (and the State Occupational Information Coordinating Committee) should:

Recommendation 20: Reappraise the nature and extent of labor market information needs with the intent of revising the system so as to better meet priority needs.

The Council's Statement: The Council agrees with Recommendation 20. In fact, in a 1981 report entitled: "The North Carolina Occupational Information Coordinating Committee: A Study of Its Progress," The

Council, among other recommendations, recommended "that the NC SOICC examine the accuracy of the data being supplied and develop ways to improve its accuracy." More recently, The Council's Chair, in testimony on March 18, 1985, before a Joint House-Senate State Legislative Subcommittee on Vocational Education that held a hearing on the State Plan for Vocational Education, stated that:

The data that is used in this State Plan to estimate the number of individuals who should be trained in the various fields is just that, estimates.

Today, the state does not have a good data base for planning programs. This is one of the reasons the U.S. Congress, beginning in 1977, provided some funds for the state to establish a SOICC (State Occupational Information Coordinating Committee). Unfortunately, to date, little has been accomplished. More recently, an "Oversight Committee for Official Labor Market Information" issued a report. This report, if implemented, in concert with the SOICC working through the ESC (Employment Security Commission) would go a long way in establishing a valid data base for planning vocational/technical programs in our state. Accordingly, the Chair of the State Council made the following recommendation to the Subcommittee on Vocational Education that it:

Urge the Committee of the General Assembly that reviews the Office of the ESC (Employment Security Commission) to request the ESC, in concert with the SOICC, to work toward more accurate data, preferably on a county-by-county basis, so better planning can take place.

The Department of Public Instruction should:

Recommendation 21: Update Competencies and Guidelines for Approved

Teacher Education Programs to (1) reflect the need for all middle school and high school teachers of basic skills subjects (i.e., English, mathematics, science, and social studies) to be able to relate the subject being taught to the world of work and (2) reflect the recommended shift from occupational-specific education to cluster-based vocational education ....

The Council's Statement: As to the section of the recommendation following number (1), The Council agrees in concept. In fact, as to teacher education programs, The Council has offered a ten-point strategy for improving the teacher preparation systems, with special attention to vocational teachers. The ten points for improvement are in Appendix IX, and it is from a paper entitled "A Statement to the Board of Governors on the Preparation of Teachers," adopted by The Council on February 21, 1986. As to the section of the recommendation following number (2) in the sentence, The Council does not agree fully with this subpart of Recommendation 21. The Council acknowledges its support for cluster-based vocational education without eliminating "all" occupational-specific courses. See The Council's Statement following Recommendations 5, 6, and 7 for further clarification.

Recommendation 22: Develop and implement in-service teacher training to enhance the emphasis on relating the subject being taught to the world of work.

The Council's Statement: The Council agrees with Recommendation 22. Further, see The Council's Statement to Recommendations 1 and 21 as well as Appendix IX.

Recommendation 23: Revise the credentialing requirements for vocational education teachers to emphasize their equal status with other teachers.

The Council's Statement: The Council agrees with this recommendation,

too. Number VII in Appendix IX states The Council's position. That is: "The standards for and the preparation of vocational education personnel should be essentially the same as for other educators."

The institutions of higher education in North Carolina that maintain teacher preparation programs should:

Recommendation 24: Include in teacher training programs an emphasis on relating public school subjects being taught to the world of work. Adjust teacher training categories and content to match the redefined (by DPI) role of vocational education.

The Council's Statement: The Council agrees with this recommendation in concept as expressed in the first sentence. Again, Appendix IX is referenced.

Recommendation 25: Establish (in each institution of higher education in the state that is involved in teacher training) a single department or school as responsible for coordination of all public school teacher education (including vocational teacher preparation).

The Council's Statement: The Council agrees with Recommendation 25. In the aforementioned referenced paper entitled: "A Statement to the Board of Governors on the Preparation of Teachers," The Council made an almost identical observation; namely, "One school/department ought to be in charge and responsible for all of the programs for teachers, including vocational education teachers."

Summary: Clearly, the Study has made a number of important recommendations for the state's policymakers to consider. Moreover, this paper indicates that The Council supports (or agrees in concept) with a substantial majority of the recommendations in the Study as the chart (next page) shows. In fact, the evidence in this chart shows that The Council already had made recommendations related to nineteen of the recommendations (in whole or in part) that are in the Study. It is not important, however, what agency or organization has made

THE COUNCIL'S POSITION ON THE TWENTY-FIVE RECOMMENDATIONS IN THE VOCATIONAL EDUCATION STUDY

Study Recommendation Number	Council Agrees with the Recommendation	Council Agrees In Part with the Recommendation	Council Agrees In Concept with the Recommendation	Council Disagrees with the Recommendation	Council's Previous Recommendation Made On This Topic
1			Yes		Yes, in part
2				Yes	No
3			Yes		No
4			Yes		Yes, in part
5	Yes				No
6	Yes				No
7			Yes		Yes
8	Yes				Yes
9	Yes				Yes
10				Yes	No
11	Yes				Yes
12		Yes			Yes, in part
13	Yes				Yes
14	Yes				Yes
15	Yes				Yes
16	Yes				Yes
17				Yes	No
18	Yes				Yes
19	Yes				Yes
20	Yes				Yes
21		Yes			Yes, in part
22	Yes				Yes
23	Yes				Yes
24	Yes				Yes
25	Yes				Yes

recommendations (or when they were made or under what circumstances they were made), the question is: Will there be a substantial response to the recommendations in the Study? If previously made recommendations of a similar nature are evaluated, the lack of response by the state's leaders is clear. Little attention has been given. For example, the fifty-three (53) recommendations, made by the late Governor Dan K. Moore's report of 1968 entitled "Occupational Education for the Public Schools of North Carolina," still need to be addressed. When The Council reprinted that report in November 1982, Governor Moore observed in a cover letter that: "Many of the recommendations are still relevant." And, so they are. Likewise, the recommendations of The Council have received little attention. For a summary of the recommendations made by The Council from 1968 through 1985, see Appendix X. Other significant recommendations have been made since 1985. In fact, The Council would be bold enough to state that neither the Study conducted for the General Assembly nor reports 3 and 8 in Appendix V would have been necessary if the major recommendations of The Council had been addressed over the years. Even now The Council believes that its recommendations would be easier to implement and would have a more immediate impact, as well as long-term effect, than the Study.

Perhaps the difference between the recommendations of the Study and previous recommendations of others is that the Study has already been the subject of four hearings throughout the state. Also, eight other reports (See Apppendix V) reinforce the overall tone of the Study; namely, vocational education is an essential program for the public schools; the major program thrust of the community colleges, a teacher education area needing special attention by the universities and colleges in the state, and that vocational education programs are available

for the clientele in nearly a dozen state departments. These eight reports as well as the Study for the Commission do not decide directions for the future. Only state and local policymakers can make those decisions. What decisions will these leaders make? Only time will tell.

VOCATIONAL EDUCATION STUDY

Sec. 27. (a) The Joint Legislative Commission on Governmental Operations shall study the relationship of vocational education and skills training offered in public schools, community college system institutions, and proprietary institutions, as well as public and private colleges and universities and training under the Job Training Partnership Act.

The study shall:

(1) Examine the General Statutes applicable to vocational and technical education and determine whether the statutes are being implemented;

(2) Review current studies of vocational and technical education needs and practices to identify key findings that are relevant to North Carolina; and

(3) Determine the current status of vocational and technical education in North Carolina. The status review shall examine:

a. What is offered;
b. Where it is offered;
c. What equipment and facilities are used;
d. By whom it is taught and to whom it is taught;
e. What happens to the graduates;
f. What it costs and who pays for it;
g. Whether there is unnecessary duplication; and
h. Whether it is in compliance with federal funding requirements.

(4) Review the status of vocational and technical teacher training in North Carolina. This review shall include examining:

a. Where vocational and technical instructors are trained;
b. By whom they are trained; and
c. The supply of and demand for these instructors.

(5) Recommend the shape and structure of a more effective and efficient vocational and technical delivery system in North Carolina. This shall identify current policies, standards, and practices that should be continued and recommend needed changes to implement the improved system.

The Joint Legislative Commission on Governmental Operations may hire a consulant to assist it in this study in accordance with G.S. 120-79.

(b) To the extent not forbidden by federal law, of the funds available to the State Board of Education for vocational education, the State Budget Office shall allocate to the Joint Legislative Commission on Governmental Operations one hundred thousand dollars ($100,000) for fiscal year 1985-86 for the study mandated in subsection (a) of this section.

(c) To the extent not forbidden by federal law, of the funds available to the Department of Natural Resources and Community Development pursuant to the Job Training Partnership Act, the State Budget Office shall allocate to the Joint Legislative Commission on Governmental Operations one hundred thousand dollars ($100,000) for fiscal year 1985-86 for the study mandated in subsection (a) of this section.

STATE ADVISORY COUNCIL ON VOCATIONAL EDUCATION

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PAUL SAPERSTEIN
CHAIRMAN

E. MICHAEL LATTA
EXECUTIVE DIRECTOR

September 11, 1985

Dr. A. Craig Phillips
Secretary
State Board of Education
Education Building
Raleigh, North Carolina

Dear Mr. Secretary:

Let me congratulate you and the many others who have worked long and hard to produce the Curriculum Study: Vocational Education, A Report from the Vocational Education Curriculum Committee to the North Carolina State Board of Education, 1985. I would like to request 15 copies, one for each Council members. As you know, this Council has not been directly involved with this Study, but I am sure they will want to review it.

On balance, I think that the Study is a good one. However, there is one section that surprised me. The matrix on pages 65-74 reveals that two-thirds of the 60 recommendations can be implemented by "Enforce[ing] Existing Policy." Even eliminating the 20 recommendations that also require funding, this analysis indicates that substantial improvement in vocational education in the public schools can be accomplished by implementing existing policies.

The Study, in my opinion, supports the Council's 1984 recommendation that the State Board of Education provide more effective leadership for vocational education. Further, this Study suggests that the Department of Public Instruction is not implementing existing Board policies. In responding to the Curriculum Study the Board needs to be aware that of the 60 recommendations, one-third require new policies; one-third can be implemented under existing policies with additional funds; and one-third of the recommendations can be implemented by enforcing existing policies. I am therefore requesting that this letter be shared with the members of the State Board of Education for their information.

Sincerely,

Mike Latta

E. Michael Latta

EML

cc: Mr. Joe Webb
Dr. Clifton Belcher

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THOMAS B. BROUGHTON
CHAIRMAN

E. MICHAEL LATTA
EXECUTIVE DIRECTOR

November 7, 1984

MEMORANDUM

TO: Members of the State Board of Education

FROM: Thomas B. Broughton TBB

SUBJECT: Review of Vocational Education

In its report, the Commission on Education for Economic Growth recommended that the State Board of Education (SBE) conduct a Review of Vocational Education. At your September meeting, the SBE requested that The Council consider undertaking the Review of Vocational Education. The Board provided The Council with a list of seven issues to be examined in the Review and offered The Council $20,000 for use in conducting the Review.

The Executive Committee of The Council met with members of the SBE to discuss the Review. At that meeting (on September 21, 1984), The Council's Executive Committee agreed to develop the scope of and determine the probable cost of conducting such a Review. In responding to this commitment from The Council's Executive Committee, the staff of The Council sought assistance from more than two dozen educational leaders in determining the scope of the Review. Later, eight education research firms were asked to provide estimates of the cost of the Review. Four firms responded, providing estimates for both a "bare-bone" study and a more elaborate study. The figures cited ranged from $65,000 to $500,000. The highest estimate was provided by a firm which recently conducted a similar study for the State of Texas. The average of the cost estimates for the fully developed study was $280,000. The average estimated cost of the basic study was $150,000.

The Council, recognizing the importance of a Review of Vocational Education, wishes to respond positively to the Board's request. Although The Council's budget for non-operational items is limited, I will recommend at its November 16th meeting that it match the Board's offer of $20,000 to conduct the Review. If the matching funds are approved by The Council, we will await a decision by the Board concerning the need for additional funds with which to have the Review conducted. Based upon the average estimated cost of the basic study, the additional needed funds will total approximately $110,000.

TBB:els

cc: Dr. A. Craig Phillips
Mr. Joe Webb
Dr. Clifton Belcher

RECOMMENDATIONS OF THE VOCATIONAL EDUCATION STUDY FINAL REPORT

November 1986

The North Carolina General Assembly should:

Recommendation 1: Enact an Education and Work Act that would (1) affirm the central importance of work-related education (2) provide a strong mandate for changing the course of public secondary education and (3) clarify the role of public school education as it relates to the community college mission in North Carolina. Mandate the restructuring, within a specified time frame, of public secondary education according to the work-related, occupational cluster concept outlined above. Direct the State Board of Education to provide the General Assembly with a plan and accompanying budget describing the proposed activities and projected costs required to carry out the intent of the Act within the prescribed time.

Recommendation 2: Revise the General Statutes of the State of North Carolina pertaining to vocational education to reflect a cluster approach to the provision of vocational education programs, services, and activities in the Public School System. More specifically, redefine the purpose of vocational skills development to emphasize the preparation of individuals for paid or unpaid employment in recognized clusters of occupations. Rescind the requirement that local vocational plans or applications be required to provide supportive labor market data. Redefine vocational skills development to mean a program, service, or activity designed to prepare individuals for paid or unpaid employment in a cluster of related occupations.

The State Board of Education and the Department of Public Instruction should:

Recommendation 3: Review and revise as necessary all educational policies to ensure that they are fully compatible with the philosophy and mandated structure for implementation of work-related education. Disseminate policy changes to local school representatives and hold sessions to ensure that the intent of the policy changes is clearly understood.

Recommendation 4: Require that all pupils enroll in an Introduction to Occupations program at grades 7 and 8 that is integrated with a statewide career information system. Update the existing Pre-vocational program to include business/commerce, trades/crafts, scientific/professional, and services exploratory laboratories. Support these laboratories with an appropriate statewide career information system provided by the North Carolina Occupational Information Coordinating Committee.

Recommendation 5: Develop a listing of approved occupational clusters. Make explicit the organizational rationale for the formulation of each cluster; identify occupations within each cluster and provide justification for their inclusion. Additional research may be required to provide adequate rationale for formulation of specific clusters.

Recommendation 6: Develop cluster-based curriculum for each approved occupational cluster. Review existing vocational education curricula and group into appropriate clusters. Retain for possible inclusion into cluster-based curriculum those content segments that pertain to generalized content across cluster-specific occupations. Ensure that cluster-based curricula is competency based. Sequence developed cluster competencies by grade and ability level within grades. Wherever possible, draw compentencies from already developed materials. Establish minimum proficiency levels for grade and ability levels.

Recommendation 7: Review textbooks and other instructional materials in the areas of math, language arts, science and social studies to determine the need for additional work-related curricular and instructional materials. Review secondary level textbooks and other curricular materials to determine the extent and appropriateness of educational content support provided for each cluster area. Develop appropriate instructional materials as required to support the work-related, occupational cluster concept in those areas where coverage is deficient and/or there is a paucity of work-related examples and applications.

Recommendation 8: Provide in-service workshops to assist teachers in utilizing the developed materials in an effective and efficient manner.

Recommendation 9: Define the basic skills requirements for success in employment requiring no more than a high school education. Use these requirements as a basis for establishing minimum basic skills proficiency levels. Develop remedial instruction programs and procedures for early identification and remediation of pupils with deficiencies.

Recommendation 10: Provide guidelines to local public school systems for phasing out existing occupational-specific programs.

Recommendation 11: Support the maintenance of a statewide network of industry-education councils. The purpose of these councils would be to promote active employer involvement in work-related education. The establishment of the work-related, occupational cluster concept would provide a strong basis for a public-private partnership. Councils members should represent applicable clusters of occupations rather than single specific occupations.

Recommendation 12: Establish cojointly with the Community College Board guidelines for articulation with Community College System programs. These guidelines should specify recommended procedures for the establishment of local articulation committees as well as a suggested agenda for local articulation efforts. Participate in cooperative efforts with the Community College System (as indicated in Recommendations 17 and 18).

B. Conclusions and Recommendations Related to the Community College System

The weight of the evidence has suggested that:

The North Carolina Community College System is dedicated to the provision of vocational/technical education and is unlikely to be diverted from primary emphasis on this essential mission.

The program emphasis of, and accessibility to, Community College System vocational/technical education is generally adequate for meeting the needs of students and employers.

There was, however, strong evidence that:

The quality of Community College System vocational/technical program offerings sometimes suffers as a result of budgetary problems, some mismatch between program instructional content and program needs, and unnecessary duplication among community college institutions and between community college institutions and public schools.

To address the needs implied in the latter conclusion, we recommend the following: Of note is that recommendations 13 and 14 are discussed in detail in another recent RTI study.[51]

The Department of Community Colleges should:

> Recommendation 13: Conduct a detailed study of the actual costs of instruction over the various programs with the objective of establishing revised budgeting formulas to reimburse institutions for actual costs for their program and student configurations.
>
> Recommendation 14: Re-examine the tradition of special allocations by the General Assembly, in terms of its potential deleterious impact on equity among the institutions, and on the strength of the State Board to operate the System as a System.
>
> Recommendation 15: Intensify current efforts to examine the adequacy of faculty salaries and instructional equipment, toward identifying instances where the quality of vocational/technical education may be unacceptable or minimal.
>
> Recommendation 16: Where urgent needs for improvement to bring programs up to acceptable quality are found to exist, assess alternatives for improvement other than wholesale increase of general or specific appropriations (e.g., combining resources through counsortia programs with neighboring institutions, discontinuance of high cost programs with inadequate student or employer markets, introduction of state-of-the-art instructional technology).

Two final Community College System recommendations are based upon the inadequacy of cooperation and articulation between the two current major providers of vocational/technical education--the public schools and the community colleges/technical institutes. We suggest that much of the current lack of cooperation and articulation is a result of the current overlap in responsibilities. This condition would be greatly alleviated if our recommendation for restructuring of vocational education in the public schools is followed. We recommend that the Community College System:

> Recommendation 17: Accept the Community College System role of presumptive provider of occupational-specific education in North Carolina and work with the Department of Public Instruction and local

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51/ See Bibliography Item 44. This study also recommended that consideration be given to modifying the funding formula to fit some administrative costs driven by unduplicated headcount, and that allocation of instructional costs (for the present) continue to be based on FTE.

school systems to bring about an orderly and timely transfer of occupational-specific educational responsibilities from the public high schools to the local community colleges and technical institutes.

Recommendation 18: Initiate a joint task force of members of the State Board of Education and the State Board of Community Colleges (with assistance of their departmental staff members, as appropriate) to establish improved cooperation and articulation between the two systems and between local public school and community college boards and educational programs.

C. Conclusions and Recommendations Related to JTPA Programs

We, unfortunately, cannot draw a solid conclusion concerning any needs for an over-all reorganization of the general administration of JTPA programs or for increased coordination of JTPA and other economic development efforts. In regard to the supposed need for further integration of JTPA with economic development efforts and coordination between JTPA and other manpower development programs (as discussed in Subsection IV.6), we note that sufficient specific evidence of such needs has not been identified by available reports and interviewed personnel to provide a basis for a strong conclusion. While we have (in other sections of this report) drawn conclusions and made recommendations regarding organizational aspects of vocational/technical education (including JTPA) in the Public School System and Community College System, those conclusions and recommendations are based, at least in part, on a reasonably clear understanding of "reasons for being" of those agencies. A thorough analysis of the organizational roles related to JTPA of other agencies (i.e., Department of Commerce, Department of Corrections, Department of Labor, Department of Human Resources, and the Department of Natural Resources and Community Development) must include a thorough analysis of the over-all mission and purpose and operational procedures of a major portion of the total State government. Such an analysis clearly is beyond the scope of this study. Also of note is that (as detailed in Appendices D and F of this report) the numbers of citizens served and the level of State funding for JTPA-related services are quite small as compared with other vocational/technical education programs. A strong federal presence regarding decisions as to how JTPA monies may be expended also limits the possibilities of State control. Such factors would appear to indicate the prudency of placing the emphasis of this study on other aspects of vocational/technical education. We can, however, conclude that:

The current and planned State initiatives by the Economic Development Committee of the North Carolina Job Training Coordinating Committee, the State Advisory Council on Vocational Education and other State agencies toward clarifying and coordinating the various agency JTPA activities are justified and appropriate for addressing organizational issues as they relate to JTPA programs.

Another conclusion regarding the current labor market information system is that:

The current labor market information system has a number of shortcomings that are, at least in part, results of competing and perhaps unclear demands placed on the system. Any real improvement likely must be based upon clarification and prioritization of system needs. The system is not likely to succeed at being all things to all people.

Based upon the information and opinions discussed under the related issues and concerns, the several conclusions noted above, and the previous recommendations regarding the mission of vocational/technical education in the Public School System and Community College System, we make the following two recommendations.

The North Carolina Job Training Coordinating Council, the State Advisory Council on Vocational Education and other State agencies should:

Recommendation 19: Continue current and planned initiatives toward clarification and coordination of JTPA and economic development activities in the State.

The Labor Market Information Division (and the State Occupational Information Coordinating Committee) should:

Recommendation 20: Reappraise the nature and extent of labor market information needs with the intent of revising the system so as to better meet priority needs. These activities should follow clarification (as recommended in other subsections of this report) of the vocational education mission of two major users of the State labor market information system (the Public School System and the Community College System).

D. Conclusions and Recommendations Related to Teacher Preparation

Two sets of issues and concerns listed in Section IV of this report have strong implications for conclusions and recommendations regarding teacher preparation. First, the discussions related to the Public School System vocational education mission (in Subsection IV.A) has implications for teacher preparation needs to meet that mission. Second, the discussion related specifically to teacher preparation (in Subsection IV.D) includes concerns

regarding the nature and extent of teacher preparation. Together, these two sets of issues/concerns, along with the related discussions, support an initial conclusion that:

> Any decision regarding the nature and extent of preparation of vocational education teachers for the public school system must be preceded by a decision as to the mission of vocational education in the public school system; i.e., decisions regarding teacher preparation must be based on decisions as to what the teachers are expected to do once the teachers are prepared.

To the extent, then, that the above is a valid conclusion, further conclusions that address the issues and concerns regarding teacher preparation must rely heavily on our conclusions regarding a redefined role of vocational education in the Public School System. The following conclusions are thought to be logical extensions of our recommended role for vocational education as it applies to the needs for teacher preparation to support that role.

> There is a need for all middle school and high school teachers of subjects directly related to success in the world of work (including teachers of English, mathematics, science, and social studies) to be more proficient in the use of concrete, work-related examples as a means for making the curriculum content more pertinent to pupil needs and interests.
>
> There is a need for the standards for public school vocational education teachers and the related general nature of vocational education teacher preparation to be essentially the same as for other public school teachers. This need particularly applies to those vocational areas (e.g., trades and industry) that currently emphasize specialization in a particular occupation (but would no longer do so if our recommendations regarding the mission of public school vocational education were followed).
>
> There is a need for increased coordination of vocational education teacher preparation within the institutions of higher education to insure an appropriate relationship between preparation related to <u>how</u> to teach and preparation related to <u>what</u> to teach.

Following are specific recommendations for improving vocational education teacher preparation by addressing the needs indicated in the above conclusions.

<u>The Department of Public Instruction should:</u>

> <u>Recommendation 21: Update Competencies and Guidelines for Approved Teacher Education Programs to (1) reflect the need for all middle school and high school teachers of basic skills subjects (i.e., English, mathematics, science, and social studies) to be able to relate the subject being taught to the world of work and (2) reflect</u>

the recommended shift from occupational-specific education to cluster-based vocational education (as described in Subsection V.A of this report). This latter item applies particularly to the guidelines for trades and industry teachers, which should be combined with, or restructured more along the lines of, the current guidelines for industrial arts teachers.

Recommendation 22: Develop and implement in-service teacher training to enhance the emphasis on relating the subject being taught to the world of work.

Recommendation 23: Revise the credentialing requirements for vocational education teachers to emphasize their equal status with other teachers. Make the undergraduate or graduate degree requirements of vocational education teachers similar to the requirements for other teachers. Rescind any requirement for proficiency in a specific occupation.

The institutions of higher education in North Carolina that maintain teacher preparation programs should:

Recommendation 24: Include in teacher training programs an emphasis on relating public school subjects being taught to the world of work. Adjust teacher training categories and content to match the redefined (by DPI) role of vocational education.

Recommendation 25: Establish (in each institution of higher education in the State that is involved in teacher training) a single department or school as responsible for coordination of all public school teacher education (including vocational teacher preparation).

REPORTS THAT NEED TO BE READ IN RELATIONSHIP TO THE VOCATIONAL EDUCATION STUDY

(1) STATE ADMINISTERED EMPLOYMENT AND TRAINING PROGRAMS, AN INVENTORY OF JTPA RELATED PROGRAMS, issued by the Office of State Budget and Management, May 16, 1986.

(2) THE NORTH CAROLINA COMMUNITY COLLEGE STUDY: MISSION, ENROLLMENT AND STAFFING PATTERNS, FUNDING PROCEDURES, AND ADMINISTRATION AND GOVERNANCE, FINAL REPORT, prepared for The North Carolina State Board of Community Colleges by the Research Triangle Institute, May 1986.

(3) ANALYSIS OF DECLINING ENROLLMENT IN SELECTED VOCATIONAL PROGRAMS, prepared for the North Carolina Department of Community Colleges by the Center for Urban Affairs and Community Services, North Carolina State University, May 1986.

(4) NORTH CAROLINA'S BLUEPRINT FOR ECONOMIC DEVELOPMENT: A Strategic Business Plan for Quality Growth, issued by the North Carolina Commission on Economic Development, no date (released in late summer of 1986).

(5) NORTH CAROLINA COMMISSION ON JOBS AND ECONOMIC GROWTH, REPORT, November 12, 1986.

(6) THE EDUCATION OF NORTH CAROLINA'S TEACHERS: A Report to the 1987 North Carolina General Assembly, from the Task Force on the Preparation of Teachers of the Board of Governors of the University of North Carolina, November 14, 1986.

(7) STATE OF NORTH OPERATIONAL AUDIT REPORT, NORTH CAROLINA JOB TRAINING PARTNERSHIP ACT PROGRAM, issued by the Office of the State Auditor, December 1986.

(8) CURRICULUM STUDY: VOCATIONAL EDUCATION, A Report from the Vocational Education Curriculum Study Committee to the North Carolina State Board of Education, issued by the North Carolina Department of Public Instruction, 1986.

Oxford Public Ledger Monday, December 1, 1986

Vocational Education Proposal Ridiculous

John Beach — Editor

A couple of weeks ago the success of Gabe Russell, bricklaying instructor at J. F. Webb, was the subject of this column. Since then a couple of things have happened in this area.

First, I have been advised that some of the academic teachers have been talking to Mr. Russell along the line of bricklayers who make $21 per hour making more money than they do. Well, folks, if you add up $21 per hour times 40 hours and 52 weeks (bricklayers may not work year-round because of the weather), you come up with a figure that not only exceeds those of teachers, but those of all principals, and the associate and assistant superintendents. If he does work 52 weeks a year and gets some overtime, his wages will surpass that of the superintendent also.

All I can say about that is more power to him. He knows where his bread is buttered and the world needs bricklayers, just like it needs teachers. The criticism of this way of living in this manner reminds me of the one teachers made a few years ago about the $4 million the state spent building a horse arena at the State Fairgrounds. To have given this to teachers would have meant $5 for each teacher in the state, and after all, the state has people who love horses and deserve the attention of the legislature as well as anyone else. By the way, the arena paid for itself in fees in less than two years.

At about the same time that column was published the state was sending out summaries of a vocational education study done by the Research Triangle Institute under the auspices of the Subcommittee on the Study of Vocational Education, co-chaired by Rep. William T. Watkins and Sen. Kenneth C. Royall Jr.

Among other things, the study recommends that the curriculum content for each cluster be oriented toward knowledge-skills-attitudes necessary for success in the particular cluster of occupations. The curriculum would include traditional course titles (e. g., English, math, science, social science); however, the content of such courses would become (at the upper grade levels) increasingly differentiated and related to job success in each occupational cluster.

It recommends that early identification and remediation of pupils deficient in basic skills be emphasized. Alternative approaches might be used, but not other emphasis would divert time and resources from the task of ensuring that all pupils obtain, to the extent of their abilities, proficiency in basic skills.

One paragraph of the report says that all occupation-specific programs in the public school system would not receive any new commitments of resources and would be phased out over a reasonable period of time. The report recommends, if I understand it, that the occupational education in public schools be largely conceptual in nature and that the teaching of the mechanics o of such things a masonry, etc., be done at the community college and techical institute level.

For many years students not academically inclined left school upon reaching the legal age of 16. Vocational education has reduced that substantially over the years. To elimnate the programs as we know them would be detrimental to the students who cannot either afford the time or money to continue their education beyond the high school level.

That part of the study I find ridiculous.

Articulation

1970

That continuing efforts to articulate general and occupational education at all levels in the state be encouraged by financial support.

SBE response: UNKNOWN.

That when major redirections of programs and/or resources are to be made, strong efforts for communicating impending changes should be made as early and effectively as possible to assure adequate planning by local education agencies.

SBE response: UNKNOWN.

1971

That articulation efforts between secondary and postsecondary institutions be continued and further strengthened to the end that programs (and guidance activities) at the two levels are complementary and provide a planned transition from high school occupational education programs into postsecondary occupational education programs.

SBE response: UNKNOWN.

1973

That a task force of secondary and postsecondary occupational education personnel representing all major occupational areas, selected administrators, and other relevant persons be appointed to examine opportunites and techniques for curriculum articulation of occupational education programs between the two levels, including a clear statement of mission, goals, and role of each, and to make such recommendations as are needed to enhance this effort.

SBE response: The 1975 State Plan contained a statement that a task force committee had not been designated officially at that time. However, the Board noted that it felt that articulation efforts for secondary and postsecondary education in North Carolina were at an all time high with activities being conducted in 112 different locations.

1974

That a task force be established (secondary--postsecondary) to examine articulation improvement and that one consideration be the establishment of a system of challenge exams in each subject area across the state at the postsecondary level and to establish a uniform basis of advanced placement.

SBE response: The Board stated in the 1976 Plan that it had implemented a Part C project with Duplin County Schools and James Sprunt Technical Institute to determine a system of articulation between several occupational program areas being conducted at the secondary and postsecondary levels. A steering committee including representatives of the LEA, the technical institute, Department of Community Colleges, and Department of Public Instruction was formed to give direction to the project. Also, a Department of Community Colleges, Part D, funded project was conducted between Vance-Granville Technical Institute and the surrounding counties to study the manpower needs and to determine curriculum needs in the LEAs and the technical institute.

EXECUTIVE SUMMARY

The purpose of this summary is to report the findings and recommendations of an evaluation of the adequacy and effectiveness of the vocational education program delivery systems assisted under the Carl D. Perkins Vocational Education Act (VEA) and under the Job Training Partnership Act (JTPA) conducted by the State Advisory Council on Vocational Education, hereinafter called the State Council. By federal law, the findings and recommendations are to be provided, in writing, to the Governor; the State Board of Education and the State Board of Community Colleges; the State Job Training Coordinating Council; and the U.S. Secretaries of Education and Labor.

FINDINGS AND RECOMMENDATIONS

The State Council **FINDS** that the delivery systems in our state are not organized and administered so as to ensure that the VEA and the JTPA are as adequate or effective as they could be.

The State Council **RECOMMENDS**, as it did in 1984, that the State Board of Education and the State Board of Community Colleges jointly request the General Assembly to exercise its authority over the Job Training Partnership Act (JTPA) in order to focus the funds for training.

The State Council **FINDS** that there is limited coordination taking place between the VEA and the JTPA.

The State Council **FINDS** no compelling need for two different pieces of federal legislation regulating the VEA and the JTPA.

The State Council **RECOMMENDS** to the State Boards that when the Congress is considering the VEA and/or the JTPA legislation in the future that the State Boards seek a new piece of federal legislation which will fold together the VEA and the JTPA. It is **FURTHER RECOMMENDED** that such federal legislation contain a provision for an independent State Council on Vocational Education and Job Training, combining the functions of the State Job Training Coordinating Council and the State Advisory Council on Vocational Education.

The State Council **FINDS** that the lack of adequate coordination between the VEA and the JTPA is a problem that has been enlarged at the state level.

The State Council **RECOMMENDS** as a first step to improved coordination is to locate the state administration of the JTPA in the Department of Administration (DOA).

The State Council **RECOMMENDS** that the State Job Training Coordinating Council (SJTCC) be established as an independent unit from the State Office of JTPA,

with a separate staff, in order for the SJTCC to be able to implement its state and federal requirements in a more effective manner.

The State Council **FINDS** limited efforts to assure that the JTPA will be adequately coordinated with the VEA.

The State Council **RECOMMENDS** that (a) the administration of the JTPA programs in the Department of Public Instruction of the State Board of Education be moved from its current location and be reorganized within the Division of Vocational Education; (b) any future contracts between the State Boards assure a direct relationship between the VEA and the JTPA; and (c) the State Boards encourage the local boards that contract with a Private Industry Council (PIC) assure coordination between the VEA and the JTPA and that all the JTPA programs be administered by the local director(s) of the VEA, including the summer youth program of the JTPA.

The State Council **FINDS** that adequate coordination of JTPA, in this case Title III, with the VEA has not been achieved.

The State Council **RECOMMENDS** again the recommendations it made in 1984. They are:

(1) That the North Carolina Employment Security Commission require an employability plan for each person applying for unemployment benefits.

(2) That the North Carolina Employment Security Commission require that the employability plan identify alternatives and training options, one of which must be selected in order to receive unemployment benefits.

(3) That the Employment Security Commission petition the State Board of Education and the State Board of Community Colleges to request local Boards of Education and Boards of Trustees to provide retraining for individuals identified by the Employment Security Commission.

(4) That the State Board of Education and the State Board of Community Colleges petition the Employment Security Commission to implement Recommendations (1) and (2) (above);

AND

That the State Board of Education and the State Board of Community Colleges petition the local Boards of Education and Boards of Trustees to provide the necessary retraining of individuals by the Employment Security Commission.

EXECUTIVE SUMMARY

I. The first action of the Board of Governors Task Force on the Teacher Preparation Program Study should be to reiterate the role of The University in preparing teachers and that a new and specific commitment be made to specialty areas such as preparing vocational education teachers.

II. A "Lighthouse" Institute for Vocational Education should be established.

III. Teacher preparation should be enhanced in each of the constituent institutions of The University.

IV. The term "vocational education" ought to have a standard meaning among the educational enterprise.

V. A new method of certifying teachers and approving teacher education programs should be established.

VI. Subject matter competence and proficiency in teaching methods should be assured in the preparation of teachers.

VII. The standards for, and the preparation of, vocational education personnel should be essentially the same as for other educators.

VIII. The preparation of all future teachers should focus on the use of technological devices.

IX. A continuing, permanent "Study Group" should be maintained to focus attention on Teacher Preparation.

X. Teaching should be enhanced by establishing a professional compensation plan.

APPENDIX X

Recommendations Made in Sixteen Annual Reports: By Subject Area and Year

Recommendations (by subject area)	Year in Which Recommendation Made*														
	70	71	72	73	74	75	76	77	78	79	80	81	82	83	84
1. Preservice and In-Service Training of Professional Personnel	1		2	1	3	1			1						
2. Resource Allocation	3			1	2	1			1						
3. Comprehensive Vocational Education Opportunities	1	1	1		1	2									
4. Articulation	2	1		1	2										
5. Goals, Objectives, Priorities in Planning Process	2		2	1											
6. Local Advisory Training and Committees		1	1	1	2							1			
7. Relationship Between SBE and SACVE		1	1		1	1									
8. Educating the Public (Public Information)		1	2		1										
9. Occupational Education in Private Schools, Business and Industry	1	1				1									
10. Evaluation and Information on Efficiency and Effectiveness of Programs	2					1				1					
11. Occupational Needs and Aspirations of Students				1	2										
12. Disadvantaged and Handicapped					1	1									
13. Interagency Involvement in Planning Process					1	1									
14. Guidance and Counseling					1	1								1	
15. Planning for Job Opportunities	1					1									
16. Job Placement and Follow-Up		1				1									
17. Youth Organization Activities		1			1										
18. Safety Practices			1		1										
19. Research of Finding and Dissemination of Findings					1	1									
20. Student Proficiencies					1	1									
21. Use of Planning Regions	1	1													
22. Comprehensive Long-Range Planning	1										1				
23. SBE Policies and Administrative Procedures Manual	1														
24. Equipment					1							1			
25. Extended Day Program						1									
26. Financial & Enrollment Data						1									
27. Development of Overall Statewide Policy							1								
28. Development of Master Plan for Vocational Education								1							
29. Curriculum Development									1						
30. Dropouts										1					

Recommendations by Subject Area	Year in Which Recommendation Made*															
	70	71	72	73	74	75	76	77	78	79	80	81	82	83	84	85
31. Technical Education Emphasized										1						
32. Adult Education Policy										1						
33. Influence Federal Education/Labor Legislation											1					
34. Policy for the Education of the Incarcerated											1					
35. Review Facility and Program Applications											1					
36. Emphasize Emerging Fields of Inquiry											1					
37. Determine Construction needs for Community Colleges												1				
38. Determine Value of Recommendations, 1976-80												1				
39. Decide Who Pays for Programs in the Public Schools													1			
40. Develop a Different Organizational Structure for the State Board of Education													1			
41. Non-Curriculum Emphasis in Community Colleges Institutions													1			
42. Increase Out-of-State Tuition in Community Colleges Institutions														1		
43. Establish Vocational Education as a High School Requirement														1		
44. Supply and Demand for Vocational Teachers														1	1	
45. Determine the Needed State Funds for Adult Basic Education														1		
46. Administer State Occupational Licensing and Certification Exams														1		
47. Exempt Unemployed Individuals from State Tuition and Registration Fees														1		
48. State Board to Provide More Effective Leadership															1	
49. Determine Duplication and Overlap between QAP, Certication, and Performance Appraisal															1	
50. General Assembly should restrict special bills for Community Colleges															1	
51. General Assembly to Exercise Its Authority JTPA															1	
52. General Assembly to Establish "Theft and Vandalism" Insurance Coverage															1	
53. Have Recommendations and Boards Responses Been Appropriate?																1

*The number signifies the total of the recommendation(s) dealing with specified subject area.

FREQUENCY OF RECOMMENDATIONS IN ANNUAL REPORTS BY MAJOR SUBJECT AREA

	Subject Area	No. Times Mentioned
1.	Preservice and In-Service Training of Professional Personnel	9
2.	Resource Allocation	8
3.	Comprehensive Vocational Education Opportunities	6
4.	Articulation	6
5.	Local Advisory Training and Committees	6
6.	Goals, Objectives, Priorities in Planning Process	5
7.	Relationship Between SBE and SACVE	4
8.	Educating the Public (Public Information)	4
9.	Evaluation and Information on Efficiency and Effectiveness of Programs	4
10.	Occupational Education in Private Schools, Business and Industry	3
11.	Occupational Needs and Aspirations of Students	3
12.	Guidance and Counseling	3
13.	Disadvantaged and Handicapped	2
14.	Interagency Involvement in Planning Process	2
15.	Planning for Job Opportunities	2
16.	Job Placement and Follow-Up	2
17.	Youth Organization Activities	2
18.	Safety Practices	2
19.	Research Findings and Dissemination of Findings	2
20.	Student Proficiencies	2
21.	Use of Planning Regions	2
22.	Comprehensive Long-Range Planning	2
23.	Equipment	2
24.	Supply of and Demand for Vocational Teachers	2
25.	SBE Policies and Administrative Procedures Manual	1
26.	Extended Day Program	1
27.	Financial and Enrollment Data	1
28.	Development of Overall Policy	1
29.	Development of Master Plan for Vocational Education	1
30.	Curriculum Development	1
31.	Dropouts	1
32.	Technical Education Emphasized	1
33.	Adult Education Policy	1
34.	Influence Federal Education/Labor Legislation	1
35.	Policy for the Education of the Incarcerated	1
36.	Review Facility and Program Applications	1

	Subject Area	No. Times Mentioned
37.	Emphasize Emerging Fields of Inquiry	1
38.	Determine Construction Needs for Community Colleges	1
39.	Determine Value of Recommendations, 1976-80	1
40.	Decide Who Pays for Programs in the Public Schools	1
41.	Develop a Different Organizational Structure for the State Board of Education	1
42.	Non-Curriculum Emphasis in Community College Institutions.	1
43.	Increase Out-of-State Tuition in Community College Institutions	1
44.	Establish Vocational Education as a High School Requirement	1
45.	Determine the Needed State Funds for Adult Basic Education	1
46.	Seek to Administer State Occupational Licensing and Certification Exams	1
47.	Exempt "Unemployed Individuals," Identified by the Employment Security Commission (ESC), from State Tuition and Registation Fees	1
48.	State Board to Provide More Effective Leadership for Vocational Education	1
49.	Determine Duplication and Overlap between QAP, Certification, and Performance Appraisal	1
50.	General Assembly Should Restrict Special Bills for Community Colleges	1
51.	General Assembly to Exercise Its Authority Over JTPA	1
52.	General Assembly to Establish "Theft and Vandalism" Insurance Coverage	1
53.	Have Recommendations and Board Responses Been Appropriate?	1
	Total Number	115

SECTION 8

We need improved coordination between education delivery systems.

AN EVALUATION OF THE ADEQUACY AND EFFECTIVENESS OF THE VOCATIONAL EDUCATION PROGRAM DELIVERY SYSTEMS ASSISTED UNDER THE CARL D. PERKINS VOCATIONAL EDUCATION ACT AND UNDER THE JOB TRAINING PARTNERSHIP ACT

by
E. Michael Latta
Executive Director
for
The North Carolina Advisory Council
on Vocational Education

Adopted on
February 20, 1987

EXECUTIVE SUMMARY

The purpose of this summary is to report the findings and recommendations of an evaluation of the adequacy and effectiveness of the vocational education program delivery systems assisted under the Carl D. Perkins Vocational Education Act (VEA) and under the Job Training Partnership Act (JTPA) conducted by the State Advisory Council on Vocational Education, hereinafter called the State Council. By federal law, the findings and recommendations are to be provided, in writing, to the Governor; the State Board of Education and the State Board of Community Colleges; the State Job Training Coordinating Council; and the U.S. Secretaries of Education and Labor.

FINDINGS AND RECOMMENDATIONS

The State Council **FINDS** that the delivery systems in our state are not organized and administered so as to ensure that the VEA and the JTPA are as adequate or effective as they could be.

The State Council **RECOMMENDS**, as it did in 1984, that the State Board of Education and the State Board of Community Colleges jointly request the General Assembly to exercise its authority over the Job Training Partnership Act (JTPA) in order to focus the funds for training.

The State Council **FINDS** that there is limited coordination taking place between the VEA and the JTPA.

The State Council **FINDS** no compelling need for two different pieces of federal legislation regulating the VEA and the JTPA.

The State Council **RECOMMENDS** to the State Boards that when the Congress is considering the VEA and/or the JTPA legislation in the future that the State Boards seek a new piece of federal legislation which will fold together the VEA and the JTPA. It is **FURTHER RECOMMENDED** that such federal legislation contain a provision for an independent State Council on Vocational Education and Job Training, combining the functions of the State Job Training Coordinating Council and the State Advisory Council on Vocational Education.

The State Council **FINDS** that the lack of adequate coordination between the VEA and the JTPA is a problem that has been enlarged at the state level.

The State Council **RECOMMENDS** as a first step to improved coordination is to locate the state administration of the JTPA in the Department of Administration (DOA).

The State Council **RECOMMENDS** that the State Job Training Coordinating Council (SJTCC) be established as an independent unit, from the State Office of JTPA,

with a separate staff, in order for the SJTCC to be able to implement its state and federal requirements in a more effective manner.

The State Council **FINDS** limited efforts to assure that the JTPA will be adequately coordinated with the VEA.

The State Council **RECOMMENDS** that (a) the administration of the JTPA programs in the Department of Public Instruction of the State Board of Education be moved from its current location and be reorganized within the Division of Vocational Education; (b) any future contracts between the State Boards assure a direct relationship between the VEA and the JTPA; and (c) the State Boards encourage the local boards that contract with a Private Industry Council (PIC) assure coordination between the VEA and the JTPA and that all the JTPA programs be administered by the local director(s) of the VEA, including the summer youth program of the JTPA.

The State Council **FINDS** that adequate coordination of JTPA, in this case Title III, with the VEA has not been achieved.

The State Council **RECOMMENDS** again the recommendations it made in 1984. They are:

(1) That the North Carolina Employment Security Commission require an employability plan for each person applying for unemployment benefits.

(2) That the North Carolina Employment Security Commission require that the employability plan identify alternatives and training options, one of which must be selected in order to receive unemployment benefits.

(3) That the Employment Security Commission petition the State Board of Education and the State Board of Community Colleges to request local Boards of Education and Boards of Trustees to provide retraining for individuals identified by the Employment Security Commission.

(4) That the State Board of Education and the State Board of Community Colleges petition the Employment Security Commission to implement Recommendations (1) and (2) (above);

AND

That the State Board of Education and the State Board of Community Colleges petition the local Boards of Education and Boards of Trustees to provide the necessary retraining of individuals by the Employment Security Commission.

An Evaluation of the Adequacy and Effectiveness of the Vocational Education Program Delivery Systems Assisted Under the Carl D. Perkins Vocational Education Act and Under the Job Training Partnership Act

The Carl D. Perkins Vocational Education Act, Public Law 98-524, became effective on October 19, 1984. It was subsequently amended by Public Law 99-159 on November 22, 1985. The Vocational Education Act (VEA), as amended, stipulates among other requirements that "Each State which desires to participate in vocational education programs authorized by this Act for any fiscal year shall establish a State Council, which shall be appointed by the Governor ...." The Governor of North Carolina has established the North Carolina Advisory Council on Vocational Education, hereinafter called the State Council. Among other legal mandates, the State Council has the requirement that it shall evaluate at least once every two years the vocational education program delivery systems assisted under the VEA and under the Job Training Partnership Act, in terms of their adequacy and effectiveness in achieving the purposes of each of the two Acts, and shall make recommendations to the State Board on the adequacy and effectiveness of the coordination that takes place between vocational education and the Job Training Partnership Act and advise the Governor, the State Board, the State Job Training Coordinating Council, the U.S. Secretary of Education, and the U.S. Secretary of Labor of these findings and recommendations. The federal VEA regulations implementing this requirement of the State Council specifies that the first evaluation is due by March 31, 1987.

A number of approaches could have been taken by the State Council in responding to the directive that it evaluate the adequacy and effectiveness

of the vocational education program delivery systems assisted under the VEA and under the Job Training Partnership Act (JTPA). The State Council has chosen to evaluate the vocational education program delivery systems by analyzing the following reports that were completed during 1986 which have a direct or indirect impact on the vocational education program delivery systems or JTPA. The reports are:

(1) State Administered Employment and Training Programs, May 16, 1986, (see Appendix I for the Executive Summary);

(2) The North Carolina Community College Study, May 1986;

(3) North Carolina's Blueprint for Economic Development, no date (however, it was released in late summer, 1986), (see Appendix II for the Executive Summary);

(4) Vocational Education Study: Final Report, November 1986, (see Appendix III for the Executive Summary);

(5) North Carolina Commission on Jobs and Economic Growth, November 12, 1986, (see Appendix IV for the Executive Summary);

(6) The Education of North Carolina's Teachers, November 14, 1986; and

(7) Operational Audit Report: North Carolina Job Training Partnership Act Program, December 1986, (see Appendix V for the Executive Summary).

(The full citation of these reports is listed on the last page of this paper.)

In addition to analyzing these seven (7) reports, the State Council issued a 1985 Annual Report, A YEAR OF TRANSITION, and a 1986 Annual Report, A NEW BEGINNING. The appropriate pages from these annual reports that are related to the State Council's duty to evaluate the adequacy and effectiveness of the vocational education program delivery systems in implementing the VEA and the JTPA are identified in Appendix VI. An analysis of the aforementioned reports is enhanced by the fact that the Chair of the State Council is a member of the State Job Training Coordinating Council -- the JTPA's Advisory Council.

Before recommendations are made on the adequacy and effectiveness of the

coordination that takes place between the VEA and the JTPA, the State Council believes it desirable to focus on the definitions of three (3) words. They are:

(1) Evaluate: To examine and judge concerning the worth, quality, significance, amount, degree, or condition of, as to appraise or rate.

(2) Adequacy: Able to satisfy a requirement; suitable or barely satisfactory or sufficient.

(3) Effectiveness: Having an intended or expected effect or producing or designed to produce the desired impression or response.

Moreover, it is desirable to review the specific requirements of the State Council contained in the federal VEA regulations. They are that the State Council:

(i) At least once every two years:

(A) Evaluate the vocational education program delivery systems assisted under the Act and the JTPA in terms of their adequacy and effectiveness in achieving their respective purposes; and

(B) Make recommendations to the State board on the adequacy and effectiveness of the coordination that takes place between vocational education and the JTPA; and

(ii) Advise, in writing, the Governor, the State Board, the State Job Training Coordinating Council, the [U.S.] Secretary [of Education], and the [U.S.] Secretary of Labor of these findings and recommendations.

As to the requirement that the State Council evaluate the vocational education program delivery systems assisted under the VEA and the JTPA in terms of their adequacy and effectiveness in achieving their respective purposes, it is desirable to review again the definitions of the three aforementioned words: evaluate, adequacy, and effectiveness. Using a limited definition of these words, it could be found that the vocational education program delivery systems in the state are adequate and effective in achieving

the purposes of the VEA and the JTPA. The State Council, however, believes that a broad view of these definitions should be taken in evaluating the adequacy and effectiveness of the vocational education program delivery systems in the state; hence, the State Council finds that the delivery systems in our state are not organized and administered so as to ensure that the VEA and the JTPA are as adequate or effective as they could be. This finding was reached through the State Council's own evaluation of the vocational education program delivery systems. The "Broad Recommendations" from that evaluation are in Appendix VII. While these "Broad Recommendations" were made in 1980, the previously mentioned seven (7) reports, all issued in 1986, do not provide any new information which causes the State Council to modify any of the "Broad Recommendations" that were made in 1980. Indeed, the recent reports cause the State Council to find that its earlier recommendations were on target and, if any of them had been implemented, it is unlikely that many of the recommendations which are contained in the aforementioned reports would have been necessary. Moreover, an analysis of these reports causes the State Council to reiterate a recommendation that was made in 1984. It is that: The Council recommends that the State Board of Education and the State Board of Community Colleges jointly REQUEST THE GENERAL ASSEMBLY TO EXERCISE ITS AUTHORITY OVER THE JOB TRAINING PARTNERSHIP ACT (JTPA) IN ORDER TO FOCUS THE FUNDS FOR TRAINING. While the General Assembly has taken several actions in this regard, still other actions are needed.

As to the requirement that the State Council make recommendations to the State Board on the adequacy and effectiveness of the coordination that takes place between vocational education and JTPA, the State Council finds

that there is limited coordination taking place between the VEA and the JTPA. This lack of adequate coordination is not a problem that can be "fixed" exclusively by the State Boards. (The term "State Boards" as used in this paper refers to both the State Board of Education and the State Board of Community Colleges unless otherwise indicated.) The lack of adequate coordination between the VEA and the JTPA is foremost a problem that has been created by the U.S. Congress. The Congress has enacted two separate pieces of legislation, each with similar purposes and clientele. The way the laws are designed to be implemented tends to make VEA a "State Program" but administered locally; with JTPA being predominately a "Local Program" but with state review and oversight. Hence, it is very difficult to achieve the elusive goal of coordination, being defined as the functioning of parts in cooperation and normal sequence. The State Council has considered this situation carefully and finds no compelling need for two different pieces of federal legislation. Accordingly, the State Council recommends to the State Boards that when the Congress is considering the VEA and/or the JTPA legislation in the future that the State Boards seek a new piece of federal legislation which will fold together the VEA and the JTPA. It is further recommended that such federal legislation contain a provision for an independent State Council on Vocational Education and Job Training, combining the functions of the State Job Training Coordinating Council and the State Advisory Council on Vocational Education.

The State Council also finds that the lack of adequate coordination between the VEA and the JTPA is a problem that has been enlarged at the state level. Until the above recommendation that would consolidate the VEA and the JTPA is a reality, there are at least four state administrative arrangements which cause inadequate coordination that can be altered. They are: (1) the

state level JTPA office is located in a department that is primarily use to administering programs rather than coordinating programs, especially with education boards; (2) the State Job Training Coordinating Council (SJTCC) is component unit in the State Office of JTPA; yet, SJTCC is to advise on improving JTPA operations, among other duties; (3) the contracting arrangements that are developed between the JTPA and the State Boards, as well as with local education boards do not assure coordination; and (4) the agreements of the Employment Security Commission (ESC) and the State Board of Community Colleges do not assure adequate coordination in the implementation of the Dislocated Worker Program (Title III of the JTPA) and the VEA. Each of the enumerated shortcomings will be addressed in more detail, as follows, with appropriate recommendations. They are:

(1) The State Office of JTPA is currently housed in the Department of Natural Resources and Community Development (NRCD). While there is nothing legally wrong with using NRCD, the State Council believes that the JTPA could (and would) function better if it had more independence. The antecedent to the JTPA was originally housed in the Department of Administration (DOA), and the State Council's review of the prior operation indicated better coordination between vocational education and job training than has been the case since it was transferred from DOA. Hence, the State Council recommends as a first step to better coordination to locate the state administration of the JTPA in the DOA.

(2) The current organizational structure indicates that the SJTCC is a component unit in the State Office of JTPA. While this arrangement is completely legal, the State Council recommends that the SJTCC be established as an independent unit from the State Office of JTPA, with a separate

staff, in order for the SJTCC to be able to implement its state and federal requirements in a more effective manner. The State Council realizes that an Operational Audit Report, issued by the Office of the State Auditor in December 1986 (see Appendix V), does not cite any need for such a change at this time.

(3) When program contracts are developed between the JTPA and the State Boards, as well as when Private Industry Councils (PICs) contract with local education boards, the State Council finds limited efforts to assure that the JTPA will be adequately coordinated with the VEA. This finding is reached by the State Council, in part, based on the information contained in Appendix VI. Evidence in that appendix indicates that a response from 66 of the 141 (at that time) public school local directors of vocational education shows that they administered the JTPA in their school systems, whereas 21 did not. The response also shows that only 53 of the 66 directors who do administer JTPA programs locally in public schools believe coordination takes place with the VEA. Similar evidence is shown in Appendix VIII, gathered during a statewide conference for instructors of the community college system which was held in the Fall of 1986 in Winston-Salem. As a part of that conference, the State Council conducted a survey of the participants of the conference who stopped by its exhibit booth and completed an "Opinion" survey. (Again, see Appendix VIII.) Of 318 of the participants who completed the opinion survey, most of whom were instructors, 74 were not aware of the JTPA programs in their institutions. Of 268 participants who were aware of JTPA in their institutions, 28 did not believe that the JTPA and vocational education programs were coordinated, whereas 87 participants did not know if these programs were coordinated. Accordingly, the State

Council recommends that (a) the administration of the JTPA programs in the Department of Public Instruction of the State Board of Education be moved from its current location and be reorganized within the Division of Vocational Education; (b) any future contracts between the State Boards assure a direct relationship between the VEA and the JTPA; and (c) the State Boards encourage the local boards that contract with a PIC assure coordination between the VEA and the JTPA and that all the JTPA programs be administered by the local director(s) of the VEA, including the summer youth program of the JTPA.

(4) There is limited coordination, as noted in the Retraining paper (below), between the efforts of the ESC and the State Board of Community Colleges, as well as the State Board of Education in implementing the Dislocated Worker Program (Title III of JTPA) and the VEA. While major efforts have been put forth by ESC, when new regulations were issued on July 1, 1986 regarding the retraining of the unemployed while an individual draws his/her unemployment insurance (UI) (with cooperation from the State Department of Community Colleges), the full implementation of the State Council's earlier recommendations on the issue of retraining has not been achieved. Therefore, the State Council finds that adequate coordination of JTPA, in this case Title III, with the VEA has not been achieved. Accordingly, the State Council reiterates the recommendations that were contained in its Retraining of the Unemployed in North Carolina: A Progress Report, issued May 18, 1984. These recommendations are:

Recommendation I: That the North Carolina Employment Security Commission require an employability plan for each person applying for unemployment benefits.

Recommendation II: That the North Carolina Employment Security Commission

require that the employability plan identify employment alternatives and training options, one of which must be selected in order to receive unemployment benefits.

Recommendation III: That the Employment Security Commission petition the State Board of Education and the State Board of Community Colleges to request local Boards of Education and Boards of Trustees to provide retraining for individuals identified by the Employment Security Commission.

Recommendation IV: That the State Board of Education and the State Board of Community Colleges petition the Employment Security Commission to implement Recommendations I and II;

AND,

That the State Board of Education and the State Board of Community Colleges petition the local Boards of Education and Boards of Trustees to provide the necessary retraining of individuals identified by the Employment Security Commission.

The State Council believes the implementation of all of the recommendations contained in this paper would more nearly achieve the adequacy and effectiveness of the VEA and the JTPA as envisioned by the U.S. Congress. Accordingly, as to the requirement that the State Council advise, in writing, the Governor, the State Board, the State Job Training Coordinating Council, the U.S. Secretary of Education, and the U.S. Secretary of Labor of the State Council's findings and recommendations, the State Council plans to transmit this paper to the above-named individuals and organizations with a request that they endorse and promote, as appropriate, the State Council's recommendations contained in this paper that are designed to achieve a major goal of the VEA and the JTPA; namely, coordination of program efforts. However, in making this request to these individuals and organizations, the State Council is reminded of a recent statement by a vocational researcher who was trying to determine how well coordination was taking place from a national point of view. His view was that coordination is an "... unnatural act performed by unconsenting adults."

APPENDIX I

STATE ADMINISTERED EMPLOYMENT AND TRAINING PROGRAMS
EXECUTIVE SUMMARY

May 16, 1986

This report has been developed pursuant to Senate Bill 1, Section 118, Job Training Partnership Act in which the 1985 General Assembly requested that the Office of State Budget and Management in cooperation with the State Job Training Coordinating Council develop a comprehensive inventory of the State-administered employment and training programs. In addition to developing a comprehensive inventory, Section 118 also required an analysis in two basic areas, i.e., program duplication and subcontracting.

EMPLOYMENT AND TRAINING PROGRAM INVENTORY

The program inventory is a compilation of 32 programs administered by 9 different State Divisions. The population includes State administered programs of agencies operating State and/or federally funded programs that provide directly or subcontract employment and training-related instruction or services. The basic elements of the inventory include:

1. Agency Description
2. Clientele Served
3. Types of Training and Service Provided
4. Program Impact
5. Source of Funding
6. Other Relate State-Administered Programs
7. Efforts to Coordinate or Reduce Unnecessary Duplicate Funding
8. Subcontractors
9. Impact of Eliminating Subcontracting

This inventory should be viewed as a "First attempt" in which there are several definitional problems associated with drawing inter-agency conclusions concerning program coordination/duplication, program impact, and the effect of subcontracting on releasing funds for direct provision of services. As a result, inter-agency comparisons have been limited to addressing the two issues related to multiple sources of funding and subcontracting for these programs. Despite these limitations the program inventory by itself provides a useful tool for the agencies and the Job Training Coordinating Council in performing their planning and coordinate functions.

MULTIPLE SOURCES OF FUNDING

Specific efforts to address double funding fall into two categories: those efforts aimed at preventing an agency from overcharging JTPA for a service where the agency is required (and funded) to provide this service already and/or where costs for this service are charged to more than one funding source; and those efforts aimed at ensuring the most efficient and

effective use of scarce resources when more than one agency in the employment and training delivery structure can be funded to provide the same service.

The extent to which agencies are funded from multiple funding sources is given in Table 1.

Efforts to deal with these types of overlap are discussed in the report. Specific efforts to deal with the first type of double funding would include the Division of Employment and Training's ongoing monitoring and oversight functions. Clearly, overcharging of either sort is not permissable, but certain shared cost arrangements as well as the purchasing of additional or specialized services from agencies which already provide this service would not be considered overcharging.

The second category of double funding is considered to be any unnecessary overlap or duplication that results in cost inefficiency. Efforts aimed at ensuring the most efficient and effective use of JTPA resources has been the creation by the Job Training Coordinating Council (JTCC) of a standing committee called the Inter-agency Coordinating Committee. One of the primary concerns of this committee has been the elimination or reduction of barriers to effective coordination of resources at the state or local levels.

IMPACT OF ELIMINATING JTPA SUBCONTRACTS

State agencies administering employment and training programs where actual training is contracted to others are listed in Table 2.

Eliminating subcontracting would not result in any "... additional funds that could be used for direct services or training of the client population ..." (Senate Bill 1, Sec. 118.(c)(6). There are two reasons for this:

First, the amount of funds that may be used for administrative purposes is fixed. This holds true regardless of whether subcontracts exist at all or how many levels of contracting there may be. Additionally, any unspent dollars would, by regulation, retain its cost limitations in the subsequent year. There can never be more administrative funds available in JTPA than were originally allocated.

Secondly, administering entities are to use subcontracts only when it is more efficient to have a particular component (e.g., skill training, intake, outreach) performed by another member of the employment and training delivery system. If that component can be performed for less money (or better) without a subcontract, then it is in the best interest of the "contractor" not to subcontract.

RECOMMENDATIONS

The following recommendations are offered:

1. That the necessary steps be taken by the Job Training Coordinating Council to build upon the concept of a comprehensive inventory by

refining the definitions needed for classification of programs. The inventory should then be used as a mechanism for guiding new program approval and planning.

2. That the General Assembly consider expanding the scope of its current vocational education study to encompass employment and training programs in addition to vocational education.

ACTIONS BY THE JOB TRAINING COORDINATING COUNCIL

The Job Training Coordinating Council on May 16, 1986 responded to these recommendations by forming a sub committee to do a follow-up to this study.

Table I: Estimated Employment and Training Expenditures By Source of Funds, 1985-86

LINE	AGENCY	PROGRAM TITLE	STATE	JTPA	OTHER FED.	OTHER	TOTAL
1	AGING	JTPA 3% OLDER INDIVIDUALS PROGRAM	0	299,406	0	0	299,406
2	COMMUNITY COLLEGES	VOCATIONAL AND TECHNICAL EDUCATION	104,229,428	0	3,387,618	0	107,717,046
3	COMMUNITY COLLEGES	CONTINUING EDUCATION, OCCUPATIONAL EXT.	10,704,854	0	0	0	10,704,854
4	COMMUNITY COLLEGES	NEW & EXPANDING INDUSTRY TRAINING	4,818,141	0	0	0	4,818,141
5	COMMUNITY COLLEGES	HUMAN RESOURCES DEVELOPMENT	3,294,687	100,000	0	0	3,394,687
6	COMMUNITY COLLEGES	TITLE II - ADULT TRAINING	0	0	*2,632,981	0	2,632,981
7	COMMUNITY COLLEGES	TITLE II - SINGLE PARENTS	0	0	*1,865,028	0	1,865,028
8	COMMUNITY COLLEGES	TITLE II - DISADVANTAGED	0	0	1,609,044	0	1,609,044
9	COMMUNITY COLLEGES	COOPERATIVE SKILLS TRAINING	*1,408,000	0	0	0	1,408,000
10	COMMUNITY COLLEGES	JTPA--8% STATE EDUCATION & COORDINATION	*383,732	*695,508	0	0	*1,079,240
11	COMMUNITY COLLEGES	TITLE II - HANDICAPPED	0	0	731,384	0	731,384
12	COMMUNITY COLLEGES	TITLE II - SEX EQUITY	0	0	255,984	0	255,984
13	COMMUNITY COLLEGES	TITLE II - CRIMINAL OFFENDERS	0	0	219,416	0	219,416
14	COMMUNITY COLLEGES	VO. ED. ACT '63 (SUB PARTS II,III, & IV)	0	0	156,708	0	156,708
15	COMMUNITY COLLEGES	JTPA--DISLOCATED WORKER	0	135,000	0	0	135,000
16	COMMUNITY COLLEGES	IN-PLANT TRAINING PROGRAM	0	0	0	0	*0
17	CORRECTIONS	PRT AND CAT PROGRAMS	4,463,728	0	0	0	4,463,728
18	EMPLOYMENT SECURITY	JTPA TITLE II-A EMPLOYMENT & TRAINING	0	5,600,000	0	0	5,600,000
19	EMPLOYMENT SECURITY	JTPA TITLE II-B SUMMER YOUTH EMPLOYMENT	0	3,450,000	0	0	3,450,000
20	EMPLOYMENT SECURITY	JTPA TITLE III--DISLOCATED WORKER PGM.	0	1,900,000	0	*1,300,000	3,200,000
21	EMPLOYMENT SECURITY	JTPA TITLE IV-C VETERAN'S PROGRAM	0	150,000	0	0	150,000
22	EMPLOYMENT SECURITY	OLDER WORKER JOB SEARCH--TITLE II(C)	0	0	0	0	0
23	LABOR	PREAPPRENTICESHIP	0	2,447,887	0	0	2,447,887
24	LABOR	APPRENTICESHIP	782,485	0	*45,511	*13031	829,300
25	PUBLIC INSTRUCTION	VOCATIONAL EDUCATION	110,464,558	0	14,464,075	0	124,928,633
26	PUBLIC INSTRUCTION	JOB PLACEMENT CENTER	834,845	2,774,429	0	0	3,609,274
27	PUBLIC INSTRUCTION	JTPA EXTENDED SCHOOL DAY DROPOUT PREVENT	163,468	1,503,017	0	0	1,666,485
28	PUBLIC INSTRUCTION	TRANSITION (PROJECT HELP)	0	667,222	0	0	667,222
29	SOCIAL SERVICES	WORK INCENTIVE PROGRAM	0	0	1,589,663	176,629	1,766,292
30	SOCIAL SERVICES	COMMUNITY WORK EXPERIENCE(CWEP)/WORKFARE	152,200	0	304,400	152,200	608,800
31	VO. REHAB.	VOCATIONAL REHABILITATION SERVICES	20,365,565	0	29,175,793	1,051,502	50,592,860
32	YOUTH SERVICES	VOCATIONAL EDUCATION	953,531	0	0	0	953,531
	TOTAL ALL PROGRAMS		$263,199,222	$19,732,469	$56,437,605	$2,681,634	$342,050,931

* See footnote(s) in the "Source of Funds" section for this program in the Inventory at the end of this report.

Table 21 State Agencies Where Actual Training is Contracted By Others

AGENCY	PROGRAM TITLE	CONTRACTS	CLIENTS	$ ADM	$ BUDGET
AGING	JTPA 3% OLDER INDIVIDUALS PROGRAM	15	424	29,570	412,570
COMMUNITY COLLEGES	JTPA--8% STATE EDUCATION & COORDINATION	14	1270	30,731	598,240
CORRECTIONS	PRT AND CRT PROGRAMS	(1)	~	~	~
EMPLOYMENT SECURITY	JTPA TITLE II-A EMPLOYMENT & TRAINING	(2)	~	~	~
EMPLOYMENT SECURITY	JTPA TITLE III--DISLOCATED WORKER PGM.	(3)	~	~	~
LABOR	PREAPPRENTICESHIP	(4)	~	~	~
PUBLIC INSTRUCTION	JOB PLACEMENT CENTER	(5)	~	~	~
PUBLIC INSTRUCTION	JTPA EXTENDED SCHOOL DAY	(5)	~	~	~
PUBLIC INSTRUCTION	TRANSITION (PROJECT HELP)	(5)	~	~	~
SOCIAL SERVICES	WORK INCENTIVE PROGRAM	(6)	~	~	~
SOCIAL SERVICES	COMMUNITY WORK EXPERIENCE(CWEP)/WORKFARE	(6)	~	~	~
VO. REHAB.	VOCATIONAL REHABILITATION SERVICES	(7)	~	~	~

Notes:

1. The Department of Community Colleges is the primary provider of instructional services for the DOC Vocational Educational Program. Arrangements for these services does not include an exchange of monies between the agencies.
2. On-The-Job Training programs are contracted to private-sector employers. During a program year approximately 2,506 OJT subcontracts are written with approximately 1,025 employers for approximately $3.98 per hour. Forth-four percent of all contracts written exceeded $4.00 per hour.
3. On-The-Job Training programs are contracted to private-sector employers. During a program year approximately 1,551 OJT subcontracts are written with approximately 771 employers for approximately $4.92 per hour. OJT incentive payments are made exclusively from training resources and are for extra-ordinary costs associated with training dislocated workers. These subcontracts have no impact, adverse or otherwise, on administrative resources. Likewise, tuition payments to training institutions have no impact on administrative resources. Training resources in JTPA operator budgets do encourage objectivity in participant curriculum selection.
4. The On-The-Job and upgrade training sponsored by the Labor Department is provided by private employers. No administration funds are provided to any employers or community colleges offering training under Department of Labor subcontracts.
5. The amount of administrative funds allocated to school systems varied in accordance with their indirect cost rate, however, the statewide average was two and on-half percent (2.5%).
6. In some counties world of work activities are provided by county social services staff but in most counties these are provided by the Community College or through programs funded under the Jobs Training Partnership Act.
7. Subcontractors are not utilized to carry out the Vocational Rehabilitation programs. The VR program does, however, purchase some services for eligible clients through contractual agreements. VR will purchase services from approximately 54 sheltered workshops during the year. Approximately 4,500 clients per year will be served through these arrangements for an average cost of $20.59 per day per client.

NORTH CAROLINA'S BLUEPRINT FOR ECONOMIC DEVELOPMENT

"A Strategic Business Plan for Quality Growth"

EXECUTIVE SUMMARY

North Carolina, as well as the nation at large, is facing an "economy in transition" involving fundamental structural changes, and Governor Martin and this administration are committed to developing whatever action plans are necessary to cope effectively with that reality. Therefore, it is particularly important that adequate strategic planning occur to establish appropriate priorities for the pursuit of continued economic development excitement and momentum for the state of North Carolina.

Virtually all businesses expecting to cope effectively both short and long term with the positive and negative vagaries that eventually appear need a "blueprint" or road map. This "blueprint" for the current and intermediate future approach to North Carolina economic development is not represented as being absolutely complete, as plans of this type by their very nature require consistent review and modification. Nevertheless, we feel this is an important identification of many of the most significant strategies and complimenting programs required for successful continuation of North Carolina's economic development momentum and resultant further improvements in the "quality of life" that our citizens have come to expect and indeed deserve.

We think it is appropriate to outline some of the basic considerations and philosophies that guided us in the compilation of this first North Carolina economic development "blueprint." They are as follows:

Primary/Secondary Education and Adult Illiteracy

- Without question the most important ingredient required for continued future economic development momentum is dramatic improvement in the quality of our primary/secondary public school delivery system coupled with an aggressive "rescue" program for the hundreds of thousands of functionally illiterate adults in North Carolina.

  This is a matter of substantial education reform, and the Southeast, as well as most of the nation at large, is being directly challenged.

  While there are many good points, guidelines and goals inherent in the Career Ladder Program, Basic Education Program, Carnegie Report and Community College Adult Basic Education Program, to mention only a few, North Carolina is missing as yet the cohesiveness necessary to design a creative, appropriately complimenting (non-redundant) and aggressive solution to the current lack of adequate excellence in our primary/secondary school delivery system and the rescue of our illiterates. Design of the truly effective programs needed in these areas is the responsibility of this Administration, the Legislature, State School Board, Department of Public Instruction and many organizations independent of state government such as the North Carolina Public School Forum, North Carolina Association of Educators and others. Finally, and by no means least of all, it is the responsibility of parents, business and industry, and the citizens in general of North Carolina.

  The remainder of our report is not likely to be helpful or productive unless these education matters are settled satisfactorily and soon. Without adequate solutions, our current economic development momentum in this state will wane. Particularly hard hit, if we fail, will be our rural areas.

Infrastructure Support

- While not quite at the same level of importance and urgency as education reform, the state of North Carolina must maintain and enhance further its infrastructure support of economic development. This continuing need for improvement applies to all regions of the state and is particularly pertinent to roads and water/sewer requirements, although further development of airports, ports and rail service is also required. Again, failure to progress adequately from the current infrastructure position would be particularly penalizing to rural North Carolina.

Labor Tranining

- The last of what we would call the "big three" items, upon which much of the future economic development strength of the state will rise or fall, is labor training. North Carolina has too large a labor force of unskilled workers at a time when more and more skilled labor is required by those companies being recruited and existing companies desiring to expand.

  We believe the "centerpiece" to labor training and retraining should be our excellent Community College System in partnership with the Employment Security Commission and the Department of Natural Resources and Community Development. Substantial new program budgeting will be required, particularly as federally funded vehicles for labor training such as the Job Training Program Act (JTPA) are reduced in scope.

  While the idea is in the embryo stage, we tend to subscribe to the proposal of optional trade or vocational training being offered to high school students in a "2 + 2" program including the last two years of high school in tandem with two years of community college training. Many companies are finding substantial shortages of skilled or semi-skilled labor in many different trades. Also, such a program might go a long way toward reducing significantly the long-term trend that has brought our "dropout" rate to an intolerable level of 31% of our students entering high schools but failing to finish.

Incentives

- We have concluded that now is not the time to recommend burdening North Carolina with expensive "give-away" incentives to potential economic development clients. We have reached this conclusion on the basis of what we believe to be several valid reasons.

  Our own developers do not feel that there is any significant failure rate occurring for either manufacturing or non-manufacturing client situations due to competitive "other state" incentives. They do believe, however, that the question of competitive incentives will bear close monitoring and it is our intention to continue the necessary monitoring.

  We do not wish to compete for precious state revenues at a time when we believe so strongly that education, infrastructure enhancement and labor training are so absolutely key to our economic development momentum and strength.

  A review of other states with a long list of incentive programs reveals that the majority have unemployment level problems far in excess of those existing in North Carolina. Also, we have found it difficult to isolate absolutely empirical data defining job level increases that can be directly assigned to the incentive programs. What we can document is the enormous cost involved.

Finally, revenue reduction type of incentivies are not in North Carolina's image or best interest. One does not successfully merchandise a "quality" product based simply on price. North Carolina has many "incentives" already that are either not available in other states or not easily competed with by other states. Those pluses, such as the Research Triangle Park, an outstanding university system, excellent select small colleges, the third largest community college system in the United States; important and attractive "life-style" features including an availability of great recreational variety; the largest state maintained roadway system in the U.S.; the University Research Park; an exceptionally strong work ethic among our labor force; one of the nation's ten lowest tax rates with taxes existent well balanced; complimentary labor training programs; a rapidly developing "banking center" state within the Southeast and nation; and many other exceptional features need to be more aggressively publicized.

"Free and Fair Enterprise"

- We tend to believe that a "free and fair enterprise" economic system is still far preferable to attempts at "artificial" or unrealistically "supported" economic development. The role of the state should be to take care of its responsibilities primarily in the areas of education, infrastructure, regulatory oversight, institutional management, and "clear the decks" so that the private sector can get on with further successes in economic development diversification.

Partnership Network

- It is most pertinent that we comment upon the importance of our partnership network for economic development throughout North Carolina. This network refers to literally hundreds of individuals and organizations in both the public and private sectors such as chambers of commerces, county developers, bank development staffs, university/community college systems, councils of government, NCIDA membership, Technological Development Authority and many others having a positive impact on economic development in North Carolina. It is the responsibility of the Commerce Department to work aggressively with this network, strengthening it and acting as an effective catalyst.

  Local initiative is accepted to be an absolute must in preparing for enhancement of successful economic development, regardless of whether one is referring to urban or rural situations. The North Carolina Commerce Department pledges continued aggressiveness in counseling cities, towns and counties regarding requirements for local initiative. Our field development offices, along with Raleigh-based Commerce Department management, will play a major role in this endeavor.

Rural "Hub" Development

- We suspect that the first wave of new economic development in rural areas will result from further development of what we would define as "hub areas." Hubs are those scattered cities within generally rural areas which have strength of infrastructure and education. Their resources can make the most of intensification of our economic development efforts. The resulting successes creating "job opportunities" will radiate across several surrounding more or less rural counties. These efforts would not take away from targeted effort in non "hub" areas.

"Economic" Development vs. "Industrial" Development

- You will notice that nowhere in the report do we use terms such as industrial development or industrial developer. The "name of the game" is *economic development*, connoting development of all types including manufacturing and non-manufacturing, service companies, hi-tech and low-tech, traditional businesses and those that are non-traditional, businesses large/intermediate/small.

  The purely "industrial recruitment" strategy of the past is no longer appropriate unless one wants to restrict the state to "playing" on only 20-30% of the economic development ballfield. Today on a national basis, 80% of GNP is generated by non-manufacturing business and on a North Carolina basis, 70% of GSP is generated by non-manufacturing business.

  This observation does not in any way mean that we are comfortable with the trend toward the reduction in scope nationally, and to a lesser degree statewide of the industrial or manufacturing base to our economy. It has been clearly demonstrated that wealth is not dramatically increased unless we aggressively "grow, mine, build or make" something. Nevertheless, those are the realities and we have no choice but to attend aggressively and enthusiastically to all types of economic development opportunities.

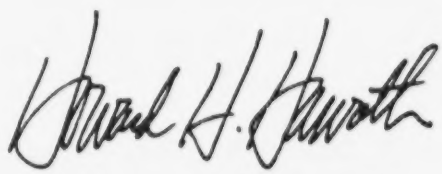
Expansion of Existing Businesses

- It is our opinion that continuing major sources for this state's economic development will result from the expansion of existing businesses, as well as through the creation of hundreds of entreprenurial/small businesses. It is, therefore, most important that special efforts be made through the Commerce Department's Traditional Industries Office and by the Small Business Development Division to provide aggressive liaison, creative programming, and encouragement to these areas of economic development opportunity.

Audit Mechanism

- Finally, we believe the preceding comments and remainder of the economic development "blueprint" that follows should contain an audit mechanism. Execution and accomplishment are the ultimate tests of a plan's appropriateness. With this in mind, the North Carolina Department of Commerce expects to give a quarterly report to the Governor and to its Economic Development Board made up of leading citizens from across North Carolina.

North Carolina has an excellent record of accomplishments in diversified economic development. I firmly believe that aggressive adherence to the observations and strategies included in this "blueprint" will help to ensure a continuation of that heritage and adequate job opportunities for our citizens.



Howard H. Haworth
Secretary of Commerce

APPENDIX III

Center for Education Studies

RTI/3634/01-01F

November 1986

VOCATIONAL EDUCATION STUDY

FINAL REPORT

by

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Prepared for

State of North Carolina
Joint Legislative Commission on
Governmental Operations

The interpretations and opinions presented in this report are solely those of the RTI study team, and no endorsement of the findings and recommendations, in whole or in part, by the Legislative Subcommittee on Vocational Education, the Joint Legislative Commission on Governmental Operations, or any other State Agency should be inferred.

VOCATIONAL EDUCATION STUDY

Executive Summary

Study Purpose

The North Carolina General Assembly, in recognition of the need for a strong vocational/technical education program in the State, mandated that a comprehensive study be made with the intent of making recommendations for improvement of the program. The Joint Legislative Commission on Governmental Operations contracted with the Research Triangle Institute (RTI) to conduct such a study. The intent of this study was to (a) describe vocational/technical education as it currently exists in the State, (b) identify issues and concerns regarding the optimal operation and organization of vocational/technical education, and (c) draw conclusions and develop recommendations for addressing the identified issues and concerns. Detailed research procedures, descriptive findings, issues and concerns, and conclusions and recommendations are contained in a full report provided to the Joint Legislative Commission in November 1986. This Executive Summary highlights some of the key conclusions of the study, the basis for these conclusions, and the general direction suggested for improving vocational/technical education in the State. Specific recommendations for accomplishing these purposes are detailed in the full report.

Study Findings

The study noted the criticality of vocational education in the Public School System and the existence of overwhelming evidence and virtually unanimous opinion that vocational education must play an essential role within the total system of public school education. The study suggested that there should be an increased emphasis (rather than a decreased role) in the total public school curriculum on preparation of pupils for the world of work. Such conclusions were based, in part, on the data that show that about 75 percent of the public school pupils will enter or attempt to enter vocational employment either upon leaving high school or following additional vocational training in a community college or other less-than-four-year-college institution.

The study also noted widespread indications from employers and employer organizations that many high school graduates do not have the basic knowledge/skills/attitudes essential to success in the workplace. Employers indicated that the ability to learn will be the essential characteristic of the successful employee and that the primary competencies needed both to perform adequately in entry-level jobs and to continue the learning process are proficiency in basic skills (i.e., reading, writing, arithmetic, and reasoning). The study also indicated that labor growth and demand projections point toward a two-tiered labor force with <u>decreased</u> specific occupational education required at the level of greatest demand, and <u>increased</u> specific occupational education required at the level of greatest growth. This argues for a de-emphasis at the high school level of occupational-specific programs and an increased emphasis on basic skills and on the teaching of vocational

principles and practices related to clusters of occupations having reasonably similar processes, materials, and/or products. This would instill a range of work-related knowledge/skills/attitudes critical to adaptability, transferability, and upward mobility.

Based on factors such as the above, RTI recommended a restructuring of Public School System education. These recommendations were not intended to represent immediate, drastic change in public school education, but a goal toward which we should plan and work. Major components of the restructuring are summarized as follows:

-- All pupils in grade 7 and 8 would enroll in an "introduction to occupations" program based on exploratory laboratories and an occupational information system.

-- By the beginning of grade 9 or 10, all pupils would declare an educational/occupational goal by selecting one of perhaps seven curriculum content areas (or educational/occupational) clusters each of which would be based upon the educational needs for success in a cluster of reasonably similar occupations (suggested clusters are agribusiness, business and office, home/health care, marketing, trades and industry, services, and scientific/professional). This would be an informed (and perhaps tentative) choice based upon pupil abilities and desires and inputs from teachers, counselors, and parents. This choice of an educational/occupational cluster would provide directionality for all subsequent learning activities consistent with each pupil's emerging educational and occupational capabilities and interests.

-- The curriculum content for each pupil would be oriented toward knowledge/skills/attitudes necessary for job success in the cluster of occupations. This curriculum would include traditional course titles (e.g., English, math, science, social science); however, the content of such courses would become (at the upper grade levels) increasingly differentiated and related to job success in the cluster of occupations.

-- Since a primary requirement for occupational success is proficiency in basic skills, early identification and remediation of pupils deficient in basic skills would be emphasized. While alternative approaches to remediating deficiencies in basic skills might be (and probably would be) in order, every effort would be made to ensure that no other programmatic emphasis diverted time and resources from the task of ensuring that all pupils obtain, to the extent of their abilities, proficiency in basic skills.

-- All occupational education offerings (including English, math, science, etc.) would be oriented toward fundamental knowledges, principles, and practices underlying job performance in the range of occupations comprising a cluster. No attempt would be made to duplicate within the classroom the tools and technologies of specific occupations.

-- Occupational-specific Public School System programs would be de-emphasized; further investments in specialized equipment and facilities would be minimized in favor of investment in personnel development and multi-use facilities suitable for a variety of programs to teach a broad range of basic occupational principles and practices.

-- The secondary school educational/occupational clusters would be directly linked to area community college programs (or, in the scientific/professional cluster, linked to university programs). Pupils who are desirous of (and educationally ready for) obtaining occupational-specific skills would have the opportunity to pursue such training at the local community college or technical institute. Successful completion of these courses would count both as credit for the secondary program and as credit hours earned toward a postsecondary certificate or degree.

-- Teacher preparation programs would be modified so that middle school and high school teachers of subjects directly related to success in the world of work (including teachers of English, mathematics, science, and social studies) would be more proficient in the use of concrete, work-related examples as a means for making the curriculum content more pertinent to pupil needs and interests.

-- Standards for public school vocational education teachers and the related vocational education teacher preparation would be essentially the same as for other public school teachers.

Several issues and concerns were noted related to vocational/technical education in the Community College System. For two of these, the priority given to vocational/technical education and program emphasis/accessibility, the study concluded that:

-- The North Carolina Community College System is dedicated to the provision of vocational/technical education and is unlikely to be diverted from primary emphasis on this essential mission.

-- The program emphasis of, and accessibility to, Community College System vocational/technical education is generally adequate for meeting the needs of students and employers.

However, based in large part on employer perceptions that the quality of some Community College System programs needs to improve, the following conclusions/recommendations were that the System should:

-- Intensify current efforts to examine the adequacy of faculty, instructional equipment, and program content toward identifying instances where the quality of vocational/technical education may be unacceptable or minimal.

-- Where urgent needs for improvement to bring programs up to acceptable quality are found to exist, assess alternatives for improvement other than wholesale increases of general or specific appropriations (e.g., combining

resources through counsortia programs with neighboring institutions, discontinuance of high cost programs with inadequate student or employer markets, introduction of state-of-the-art instructional technology).

A conclusion/recommendation related to both the Public School System and the Community College System was that the Systems should:

-- Initiate a joint task force of members of the State Board of Education and the State Board of Community Colleges (with assistance of their departmental staff members, as appropriate) to establish improved cooperation and articulation between the two systems and between local public school and community college boards and educational programs.

Several conclusions/recommendations related to JTPA programs were:

-- The current and planned State initiatives by the North Carolina Job Training Coordinating Council, the State Advisory Council on Vocational Education, and other State agencies toward clarifying and coordinating the various agency JTPA activities are justified and appropriate for addressing organizational issues as they relate to JTPA programs.

-- The current labor market information system has a number of shortcomings that are, at least in part, results of competing and perhaps unclear demands placed on the system. Any real improvement likely must be based upon clarification and prioritization of system needs. The system is not likely to succeed at being all things to all people.

A P P E N D I X I V

EXECUTIVE SUMMARY

Background

The North Carolina Commission on Jobs and Economic Growth was created by the N. C. General Assembly on July 15, 1985, amid a growing recognition that the state economy had come to a critical crossroads. Though the overall economy was fairly healthy, a number of important economic sectors and geographic areas were experiencing serious difficulties -- difficulties that threatened to worsen with time. The state's traditional economic development strategy, highly successful in prior years, was not responding to emerging needs.

The enabling legislation states that the Commission "shall be an advisory commission and shall work with private and public institutions and with individuals to identify the major economic challenges facing this State and to develop practical proposals for meeting these challenges to be submitted to the executive and legislative branches of State government."

The Commission was instructed to report to the 1987 Session of the General Assembly, and was provided a budget of $125,000 for Fiscal Year 85-86 and $125,000 for Fiscal Year 86-87.

As required by the enabling legislation, the thirty members of the Commission were appointed by Lieutenant Governor Bob Jordan. They are leaders in business, finance, agriculture, education, government and public service, and they represent communities from all regions of the state.

Chairman Jim Melvin convened the first meeting of the Commission on January 30, 1986. The Commission held five meetings to which they invited economic development experts from throughout the state. Three committees -- Labor Force Development, Natural Resources and Public Facilities, and Jobs Development -- also made recommendations. These recommendations were compiled in a preliminary report released on September 30, 1986. On that day, the Commission met to review and approve the recommendations of the three committees. Following is the Commission's final report, including specific legislative recommendations to be proposed to the 1987 session of the General Assembly.

Findings.

The overriding theme of the Commission report is that North Carolina must be more aggressive in pursuing a "growth from within" strategy to complement its traditional emphasis on industrial recruitment. The Commission called for new economic development initiatives based on partnerships between state and local government, educational institutions, and the private sector.

Historically, North Carolina's economic growth strategy has focused primarily on industrial recruitment -- the attraction of plants and corporate headquarters from other states. For decades, this strategy has been effective, particularly for cities and towns located along the state's major interstate highways.

In recent years, however, other states have developed equally aggressive industrial recruitment programs. Meanwhile, the rate of industrial relocations has slowed considerably. For these reasons, the Commission emphasized the need to complement industrial recruitment efforts with new initiatives designed to (a) support the expansion of firms that are already located in the state, and (b) encourage the startup and growth of new small businesses. At the same time, the Commission recognized that a better trained and better educated workforce will be critical to future economic growth, both for industrial recruitment and the development of indigenous business.

Finally, the Commission called for a special emphasis and commitment to reviving the state's smaller towns and communities that have not shared in the general prosperity of the state.

Labor Force Development

There is general agreement that considerable change will occur in industry labor demand between now and the year 2000. During the late 1970's and early 1980's, only 5% of the 20 million new jobs created in the nation were in manufacturing, while 90% were in the service and information industries, occupations that require a mastery of basic computation and communication skills and formal training beyond high school. Of existing manufacturing jobs, it is estimated that 5 to 15 million will be restructured, as the rate of automation accelerates in manufacturing industries struggling to regain and maintain a healthy competitive position in international markets.

The Commission recognizes that the quality of the state's human resources -- employees who can learn, grow and adapt to changing markets and innovative technologies -- will ultimately determine the degree of success or failure of North Carolina's future economic development. The Commission is therefore recommending 14 initiatives to improve the productivity of the current workforce and remove barriers to maximum labor force participation in the future. Specific recommendations include:

- full implementation of the Basic Education Plan;
- systematic statewide efforts to attack the problem of adult illiteracy;
- improved coordination of federal, state, and local job training efforts, particularly for public assistance recipients and displaced workers;
- new and expanded initiatives to improve the job readiness of youth as they enter the labor force and the linkage between high schools and community and technical colleges.

Natural Resources and Public Facilities

Over the past few years, the state's population has grown to over 6,300,000. We have witnessed growth in income and continued low unemployment rates, but this population growth has increased the demands on our natural resources and public services.

The rapid growth of the state's metropolitan areas, combined with declining federal support for community and economic development, have placed tremendous pressures on state and local governments to respond to service demands and the desire to protect environmental quality. Terms such as "growth choke" (major traffic jams throughout the day) and "urban sprawl" are now a very real part of North Carolina's urban lifestyle. Rural areas are also facing substantial reductions in federal funding but, at the same time, they are experiencing slower growth -- which limits local financing ability.

Meeting public facilities needs -- such as transportation services, education, water supply, wastewater treatment, hospitals, and solid waste disposal -- while protecting our environment and preserving our natural areas is critical to both our urban and rural areas.

The Commission is recommending 13 initiatives to establish concrete goals for infrastructure development, adopt new strategies, and finance essential services. Some of these are:

- establish a state Clean Water Loan and Grant program;
- establish a local Public Facilities for Economic Development program to assist and encourage comprehensive, longterm planning at the local level;
- enact legislation to establish a North Carolina Forestry Commission;
- expand the market development program for the state's fisheries industry.

Jobs Development

The industrial recruitment strategy developed by the North Carolina Department of Commerce has been copied by many other states as a model program, but the wisdom of utilizing industrial recruitment as the sole or primary tool for state economic development is now in doubt. There are fewer and fewer manufacturing plants considering relocation; the estimate is about 1400 plants (an average of 28 per state) each year. An increasing proportion of recruited industrial firms prefer to locate within metropolitan areas in order to access university and other state-supported research facilities, a factor that has contributed to wide dispersions in growth rates between urban and rural areas throughout the Southeast. Competition among all states for new firms has intensified, the growth of manufacturing has slowed, and national employment growth has depended increasingly on small new businesses and service firms.

The Commission is recommending 10 initiatives to broaden the base of economic development in North Carolina, including three recommendations targeted specifically at our states lagging rural economy. These include recommendations to:

- develop and use a range of new indicators of economic progress that go beyond current reporting of new jobs and new investments through industrial recruiting and expansion;

- strengthen and coordinate support for small business development, including the establishment of a one-stop permitting process;

- establish financing programs to address the start-up, expansion and/or working capital needs of North Carolina businesses;

- strengthen the support for existing manufacturing businesses.

Rural Development

The Commission suggests that a "growth from within" strategy will be particularly important for rural communities that have not shared in the general prosperity of the state. The report calls for a special emphasis and commitment to reviving the state's smaller towns and communities that have long been dependent on agriculture and traditional industries, both of which are in serious decline.

This finding led to a recommendation that the General Assembly create and fund a North Carolina Rural Economic Development Center. The Center would be charged with addressing declining conditions in the state's rural areas, with special emphasis on farming, the decline of manufacturing employment, opportunities for natural resource-based industries, and the loss of businesses in small cities. The Center will have as its primary mission the development of an action agenda for rural economic development, but it will also be involved with demonstration projects, research, training, and information collection and dissemination.

As another special incentive for rural communities, the Commission is also recommending that severely distressed rural areas be designated as "Growth Opportunity Counties." Businesses in these counties would be eligible to receive state income tax credits for new jobs created. The Commission also recommends that a portion of state water and sewer funds be targeted to rural areas.

STATE OF NORTH CAROLINA

OPERATIONAL AUDIT REPORT

NORTH CAROLINA JOB TRAINING PARTNERSHIP ACT PROGRAM

December 1986

OFFICE OF THE STATE AUDITOR
EDWARD RENFROW
STATE AUDITOR

Overview

The Job Training Partnership Act (JTPA) replaced the Comprehensive Employment and Training Act (CETA) as the major federal employment and training program. JTPA provides funding for programs that will prepare economically disadvantaged adults and youth and other individuals facing barriers to employment for entry into the labor force. JTPA differs from CETA in a number of ways, including:

- Policy development, program administration, and oversight responsibilities were shifted from the federal to the state government.

- More responsibility was given to the private sector to work "in partnership with" local governments (which under JTPA receive a majority of program funds) in developing job training programs.

- JTPA does not provide funds for public service employment. The emphasis of JTPA is on training with cost limitations for administration and participant support.

- JTPA is a performance oriented program that is designed to measure the performance of programs and award incentive grants to Service Delivery Areas (SDA) exceeding the standards.

The primary JTPA programs are planned, administered, and operated by SDAs. Every SDA has a Private Industry Council (PIC) composed of representatives from the private sector, educational agencies, organized labor, rehabilitation services, community based organizations, economic development agencies, and the employment services. Local elected officials designate the PIC members, and along with the PIC are responsible for the JTPA programs. The PICs principal role is to provide policy guidance and oversight to SDAs in the design of local programs. In North Carolina, there are twenty-six SDAs that receive approximately 80% of the JTPA program funds based on a predetermined formula.

Title II and Title III of JTPA authorize the primary employment and training programs and provide the principal funding sources to the state.

- Title II-A:

  . 78% Funds - Seventy-eight percent of the Title II-A allocation is distributed directly to the SDAs by predetermined formula to provide core training, services, and placement of economically disadvantaged adults and youth and other individuals experiencing barriers to employment.

  . 5% Funds - Five percent of the Title II-A allocation is available for state level administration.

  . 6% Funds - Six percent of the Title II-A allocation is targeted for incentive grants and technical assistance to the SDAs.

. 3% Funds - Three percent of the Title II-A allocation is targeted to serve economically disadvantaged older individuals (55 years and older).

. 8% Funds - Eight percent of the Title II-A allocation is available for state education agencies to provide services for eligible participants.

- Title II-B: Provides funds for summer employment and training programs for economically disadvantaged youth (ages 14-21).

- Title III: Provides funds for employment and training programs to serve dislocated workers.

Focus of the Operational Audit

Issues specifically addressed based on the audit request include:

(A) Compliance with legislation enacted by the 1985 General Assembly.

In our opinion, The Department of Natural Resources and Community Development (NRCD) is basically in compliance with the 1985 legislation. In areas of non-compliance, our examination revealed that the Job Training Coordinating Council (JTCC) and the Division of Employment and Training (DET) have made a good faith effort to respond to the legislative requirements.

We recommend a review of certain requirements under HB 1333 to clarify legislative intent, to assess the authority and responsibilities of the JTCC, and to reconsider certain information requirements in light of current activities by DET.

We recommend that DET reassess its current abilities to respond to certain requirements under HB 1333. In our opinion, there has been an inadequate analysis of the requirements necessary for DET to adequately respond to certain provisions of HB 1333.

We recommend that the General Assembly evaluate its information and reporting needs relative to JTPA to determine if a consolidated report, which parallels report data required of JTPA, would adequately meet the General Assembly's needs. When additional reporting is required, sources of funds to support the reporting requirements should be identified.

The inventory of state-administered employment and training programs should be viewed as a first step in compiling a comprehensive inventory. Study follow-up should be coordinated through the JTCC. Clear definitions of employment and training terms should be established by the General Assembly, in consultation with the JTCC and other appropriate boards.

(B) Reductions-in-Force

Between August 1985 and April 1986, DET experienced two major reductions in force and reorganizations, reducing the staff size from 130 to 47 (46 staff as of October 1986).

In our opinion, the reorganization which occurred in August 1985 resulted in an organizational structure that eliminated unnecessary duplication and activities, established an environment for a more efficient and responsive organization for the program, was capable of managing its federal and state mandates, and reduced the need to divert administrative funds from multiple sources to support DET administrative cost. Such a reduction is also consistent with the decrease in program funding being experienced by JTPA.

Our review indicated compliance with state Reductions-in-Force (RIF) guidelines.

A comparision of the DET staff to 19 other states revealed an average staff size of 54, compared to North Carolina's staff of 71 (excluding the RSDA).

The 1985 reorganization and initial RIF would have been more appropriately handled when the program transition occurred between CETA and JTPA (October 1983), thereby structuring the initial organization on a basis consistent with the philosophy and funding of JTPA.

Once the Governor redesignated SDAs in February 1986, creating 14 new SDAs, the April 1986 RIF was mandatory due to the dismantling of the RSDA into smaller administrative entities that assumed program responsibilities.

Our review indicated that state RIF guidelines were complied with and severance pay was awarded to terminated employees in accordance with state guidelines.

The current DET budget is approximately $3.4 million, supported by approximately $2.5 million in program year 1986 funds and approximately $1 million in prior program year fund carryforwards.

In our opinion, the current staff should be capable of meeting its federal and state mandated functions.

(C) JTCC as an independent agency housed in the Governor's Office.

The basis for a separate organization is to provide the JTCC with an independent staff that can be aggressive in addresssing substantive program issues.

In our opinion, a separate staff would provide unnecessary fragmentation and tension within the program. Since the JTCC is advisory to the Governor, its effectiveness in addressing substantive program issues is more directly linked to the Governor's commitment to the JTCC's role in formulating employment and training policy than to the establishment of a separate staff.

We encourage the Governor to meet with the JTCC to communicate directly his goals for the program and the role he wants the JTCC to assume in the area of employment and training programs in North Carolina.

(D) Whether administration of JTPA should be housed in a state agency other than NRCD.

Due to the recent reoganizations and RIFs, the first priority for the program should be organizational stability.

In North Carolina, job training and employment resources are diffused and decentralized. Therefore, regardless of where DET is located organizationally, fragmentation in the system will remain.

In our opinion, the General Assembly leadership should consider either expanding the role of the Special Subcommittee of Governmental Operations reviewing JTPA to encompass all components of the employment and training programs or establishing a standing committee to oversee the total program delivery system of employment and training programs in North Carolina. The committee would be in a position to examine the existing structure for employment and training program delivery in an attempt to determine if a more effective and streamlined administrative structure could be designed.

Based on the audit survey, we expanded the audit scope to include an examination of the Service Delivery Area (SDA) redesignation process; the role of the General Assembly in JTPA, the program performance standards, and the management of the state administered programs.

- Service Delivery Area Redesignation

  Consistent with JTPA, the Governor initiated the SDA redesignation process, with an effective date of July 1, 1986. Factors which contributed to the decision to pursue redesignation included: the complex administrative and management structure of the 82 county RSDA; an expressed interest on the part of certain Lead Regional Organizations (LRO) to obtain SDA status; and the philosophy of JTPA to provide local program control.

  The redesignation process resulted in fourteen new SDAs and a total of twenty-six. While increased local control is appropriate under JTPA, the creation of twenty-six SDAs has resulted in overlapping labor markets and; in our opinion, an unnecessary fragmentation of the JTPA administrative structure, with some SDAs receiving limited funding for program administration.

  In retrospect, poor communication with the SDAs and LROs during the initial stages of the redesignation process created unnecessary anxiety over the administration's plans for JTPA. As a result, SDA status was requested by certain LROs as a mechanism to retain local program control.

  Since the inception of JTPA, the service delivery system has been based primarily on traditional administrative structures. While such administrative structures are not inappropriate, there may be an opportunity to design a more effective and efficient delivery system which consolidates administrative entities, where feasible, to minimize program fragmentation.

We recommend that the JTCC establish a committee to evaluate the current delivery system. The committee should not be restricted by preestablished guidelines or traditional delivery systems, but should be free to explore multiple options to determine if a more appropriate delivery system can be designed.

During the next redesignation, the JTCC and DET should carefully design its goals and objectives for the process and assure that open communication exists between the state, the SDAs, and local elected officials.

- The Role of the General Assembly in JTPA

  Since the inception of JTPA, the General Assembly has expressed interest in the program and has taken several initiatives to become actively involved in JTPA. In 1985, HB 1333 was enacted by the General Assembly establishing the North Carolina Employment and Training Act. While legislative involvement is permissive, these actions have been resisted by the administration as inappropriate infringements on the Governor's authority.

  During our audit, we noted that 47 states have legislators serving in various capacities on the JTCC to bridge the desire of the legislature to be involved with the program. However, in North Carolina, the Attorney General has expressed an opinion that legislators are prohibited from appointment to the JTCC. Due to this position, the ability of the administration and the General Assembly to acknowledge each others authorities and work cooperatively is critical to avoid unnecessary tension and duplication related to the program.

  We support the establishment of an executive committee of the JTCC to work with the leadership of the General Assembly.

  We recommend that the fiscal research staff of the General Assembly and DET staff work cooperatively in assessing program information needs and assuring that clear definitions of data requirements and uniform data gathering systems are in place.

- Performance Standards — JTPA is a performance oriented program with performance standards currently applied to the Title II-A 78% program and the Title III program. Currently, the standards applied to the Title II-A 78% program are low compared with actual performance and standards have not been developed for other programs under Title II-A or Title II-B.

  We support the JTCC's recent efforts to evaluate the performance standards in place and to consider the establishment of standards for the other programs. In our opinion, the Title II-A 78% performance standards should be modified to better reflect North Carolina's experience and to provide more meaningful measures of program performance. In addition, performance standards should be developed for the other programs.

- Management of the State Administered JTPA Funds — Under JTPA, 22% of the Title II-A allocation is "set aside" for the Governor's program. In addition, the Title III program is managed at the state level. To date, the JTCC has had limited involvement in how the state administered prgrams funds have been allocated, in reviewing the types of programs operated, and in evaluating the effectiveness of the programs.

  With approximately $9 million in JTPA funds available for state level administration, we recommend a more active role by the JTCC in managing these programs. We also recommend that the JTCC and DET critically evaluate the procedures utilized to retain funds at DET that are generated by the state administered programs. This analysis should assure that funds retained by DET for administration are justified.

APPENDIX VI

A YEAR OF TRANSITION

Annual Report
1985

by
E. Michael Latta
and
Joseph W. Parry-Hill, Jr.

Adopted by the
State Advisory Council on Vocational Education
August 23, 1985

(9) The State Council shall evaluate at least once every two years the vocational education program delivery systems assisted under this act, and under the Job Training Partnership Act, in terms of their adequacy and effectiveness in achieving the purposes of each of the two acts and make recommendations to the state board on the adequacy and effectiveness of the coordination that takes place between vocational education and the Job Training Partnership Act and advise the Governor, the state board, the State Job Training Coordinating Council, the Secretary, and the Secretary of Labor of these findings and recommendations.

The Council, in its 1984 annual report entitled BUILDING FOR THE FUTURE spoke to this mandate for the State of North Carolina. The Council recommended that the State Board of Education and the State Board of Community Colleges jointly request the General Assembly to exercise its authority over the Job Training Partnership Act (JTPA) in order to focus the funds for training.

In making this recommendation, the State Council noted that the JTPA declares, in part, "It is the purpose of this Act to establish programs to prepare youth and unskilled adults for entry into the labor force ...." Moreover, JTPA requires that "Appropriate education agencies in the service delivery area shall be provided the opportunity to provide educational services ...." Even with this requirement, The Council observed that the relationship between the education community and the vocational training function required under JTPA is not as good as it could be at the local level, perhaps due in part to a lack of coordination at the state level. Also, there was evidence that, at the state level, the program-selection process and program administration was not organized so as to

provide the most economic and effective use of the funds available. Therefore, considering the circumstances, The Council recommended that the General Assembly exercise its authority over JTPA in order to provide overall direction for JTPA in the state. Moreover, the JTPA legislation provides in Section 126 the following: "Nothing in this Act shall be interpreted to preclude the enactment of State Legislation providing for the implementation, consistent with the provisions of this Act, of the programs assisted under this Act."

While there was little response to the 1984 recommendation by the State Board of Education and the State Board of Community Colleges, the 1985 General Assembly did respond in several ways. First, the General Assembly provided through a special provision in the Appropriations Act for "Oversight and Review" of JTPA . In addition, the General Assembly enacted a state law on the role and functions of the State Job Training Coordinating Council. Because of the action of the General Assembly, employment training and vocational education programs ought to be better focused in the future.

A NEW BEGINNING

Annual Report
1986

by
E. Michael Latta

Adopted by the
State Advisory Council on Vocational Education
August 29, 1986

(9) THE STATE COUNCIL SHALL EVALUATE AT LEAST ONCE EVERY TWO YEARS THE VOCATIONAL EDUCATION PROGRAM DELIVERY SYSTEMS ASSISTED UNDER THIS ACT, AND UNDER THE JOB TRAINING PARTNERSHIP ACT, IN TERMS OF THEIR ADEQUACY AND EFFECTIVENESS IN ACHIEVING THE PURPOSES OF EACH OF THE TWO ACTS AND MAKE RECOMMENDATIONS TO THE STATE BOARD ON THE ADEQUACY AND EFFECTIVENESS OF THE COORDINATION THAT TAKES PLACE BETWEEN VOCATIONAL EDUCATION AND THE JOB TRAINING PARTNERSHIP ACT AND ADVISE THE GOVERNOR, THE STATE BOARD, THE STATE JOB TRAINING COORDINATING COUNCIL, THE SECRETARY, AND THE SECRETARY OF LABOR OF THESE FINDINGS AND RECOMMENDATIONS.

During the late spring of 1986, The Council asked local public school vocational education directors a question. It was:

> Do you administer the JTPA (Job Training Partnership Act) in your school system?
>
> Yes 66 No 21
>
> If yes, are the JTPA funds coordinated with the federal vocational education funds available to you?
>
> Yes 53 No 15
>
> If no, what could be done by the State (or by your local PIC) to assist you in better coordinating JTPA and vocational education funds?

It can be seen from the data above that a response from 66 of 141 school system's vocational education directors indicated that they administer JTPA in their school systems and 21 do not. In terms of the response to the subquestion about coordinating vocational education funds with JTPA funds, the results of the survey shows that 53 of the local directors who administer JTPA program locally in the public schools believe that the funds are coordinated whereas 15 do not believe coordination takes place. In response to the other subquestion about what could be done by the State (or your local Private Industry Council (PIC)) to assist in better coordination the

following are selected observations:

- Have all JTPA funds that comes to the local school unit be administered by the director of vocational education.
- JTPA money should be an allocation made available to Vocational Education as a 1st priority, perhaps included in our local plans for vocational education.
- Local PIC's should visit local school units to explain the role of the school.
- There is some collaboration, but not enough.
- I would like someone who knows all the ways JTPA funds can be used to come to our school system and show me how we can use JTPA to do anything we are not already doing with vocational funds.
- We are so rigidly structured that it is nearly impossible to coordinate with other programs or even operate according to their guidelines in a school setting.
- We have a good working relationship and cooperation between vocational education and JTPA - maximum effort is directed toward serving the students.
- Avoid having two sets of guidelines forms, reporting procedures.
- JTPA, Job Placement and Vocational Education funds should be coordinated and should be alloted as part of the vocational program at the local level.
- The JTPA funds should be administered by the vocational director in an effort to reduce overlapping and duplication of placement service.
- Keep funds separate and directors of all services continue to cooperate in the use and in provisions to provide the best services possible for the students.
- Have the PICs to meet and invite local directors to attend and explain the possibilities of JTPA.
- I do not know. It appears to me that at a time when the Carl Perkins Act emphasize industry/education coordination that JTPA and Job Placement Counselors in each high school is a definite duplication or triplication of effort.

The Council noted in its 1985 Annual Report that the General Assembly directed the Director of the Budget (the Governor) and the State Job Training Coordinating Council to develop a comprehensive inventory of the state-administered employment and training programs. The Council observed

that because this inventory was to be conducted that the results of the inventory would utilize as a partial response to one of our Mandates. At least nine state departments are involved in employment and training programs, with a total estimated expenditure of $342 million in 1985-86, including the Job Training Partnership Act (JTPA) funds.

Also, the 1985 General Assembly directed that the State Job Training Coordinating Council (SJTCC):

> "... shall have a standing committee to be known as the Job Training Interagency Committee. The members of the committee shall be the Secretaries of Natural Resources and Community Development and Commerce, the President of the Department of Community Colleges, the Commissioner of Labor, and the Superintendent of Public Instruction or their designees. This Committee shall jointly develop and implement a plan to integrate the Job Training Partnership Act program and participants into the economic development efforts of the State. Such a plan shall make maximum use of customized training and on-the-job training efforts of existing, new, or expanding businesses. This plan shall be developed and implemented no later than February 1, 1986. A copy of the plan shall be submitted to the President of the North Carolina Senate and the Speaker of the North Carolina House of Representatives no later than December 15, 1985" (N.C. Session Laws, 1985, Chapter 543, HB 133, Sec. 4(f)(3)).

In response to this mandate by the General Assembly, a Plan was developed. A pertinent section of the Plan reveals the following:

1. There is a clear need for the development and configuration of labor market information that is appropriate for the uses of JTPA planners, to help insure that JTPA is training for the right jobs.

2. The State Job Training Coordination Council needs to give direction in relating the broad, traditional mission of JTPA to economic development.

3. ... JTPA needs to contribute to the development of a fertile environment for economic development by assisting in the development of a trained workforce. Additionally, and very importantly, JTPA should gear training not only to newly recruited businesses, but also to expanding business and to small business.

4. A major gap is the failure of JTPA to become part of local economic development networks.

5. Another major gap ... is the lack of coordinated planning between job training and economic development.

6. An additional gap in the coordination of job training and economic development is the problems inherent in the JTPA legislation which complicates provision of services.

7. The establishment of a State level liaison or broker to coordinate JTPA with economic development across the State would close a major gap. Currently there is no central location whereby a business interested in locating or expanding in North Carolina, or a prospective entrepreneur, can obtain comprehensive information on State employment and training services available to new business.

These above strategies were submitted to the North Carolina General Assembly as a guide to be considered by the State in its efforts to mesh the economic development and job training systems at both the State and local levels. The Council believes these above recommendations can serve as the basis for policy development and action by state government and the Service Delivery Areas (SDAS).

The State Job Training Coordinating Council (SJTCC) on May 16, 1986 decided to form a subcommittee to conduct a follow-up of the inventory of state-administered employment and training. Because The Council is not required to make a report to the Governor, the state education boards, the State Job Training Coordinating Council, the Secretaries of Education and Labor until March 1987, The Council will not draw any final conclusions until February 1987. At that time, The Council will update this section, using additional data as may be available. In the interim, The Council believes that, due to the complexities and complications of both the vocational educationvand JTPA programs, it is remarkable, due to the bureaucratic maze, that the programs work at all.

APPENDIX VII

FINDINGS AND RECOMMENDATIONS FROM THE JAVEES STUDY

A fourth paper prepared for the State Advisory Council on Education and the State Employment and Training Council as a part of their cooperative project to assess the evaluation system in vocational education and employment training.

September 30, 1980

Broad Recommendations

1. The Governor should appoint an interagency committee on the evaluation of education and training programs.

The study of the evaluation practices among State agencies having responsibility for either vocational education or employment training resulted from an awareness of a joint responsibility under law shared by the North Carolina Employment and Training Council and the North Carolina Advisory Council on Education, namely to assess the extent to which these programs represent a consistent, integrated, and coordinated approach to meeting needs.

A formal agreement was drawn between the two councils both to cooperatively assess the employment training system and to improve the planning and evaluation of vocational education and employment training programs. A long-range goal of the two councils is the establishment of an evaluation system among the agencies conducting those programs.

The Advisory Council on Education feels that an interagency committee on the evaluation of education and training programs would spur those agencies along to a comprehensive evaluation system. By knowing the inter-operations of the agencies, the committee could better assist and advise both the Governor and the agencies by providing linkage among the agencies. They could help with reducing duplication of efforts in determining the effectiveness of programs offered by State agencies with vocational education and employment training responsibilities.

2. The General Assembly should require from each State agency an evaluation of programs to justify funding requests.

An important component of most federally-funded projects is the justification required for budget requests. As surely as this is appropriate for Federal funds, so is it appropriate for State. During 1980-81 the State agencies studied have been appropriated $1,989,169,882. How well will they carry out the education and employment training component of their tasks? What results will the State achieve? Without a program evaluation the State will never know. Each State agency should be able, through an evaluation process, to show the need for continuation or modification of programs with its implications for staffing, resources, and capital improvements.

If an agency can not justify a request by showing a need through evaluation results, there would be cause to question the request. It is not enough to continue what has been done in the past. For this reason, each agency should be required by the General Assembly to justify funding requests, utilizing at least the results of program evaluation.

3. Each State agency should establish an evaluation function within its operation whereby it can assess its program thrusts.

As discussed in Section I of this paper, there is a great deal of interest in evaluation among all government agencies at this time. While a comprehensive evaluation system among the agencies would reduce duplication of evaluation efforts, an evaluation function in each agency would be more effective than that now in operation.

There are components that should be included in each agency's system, such as program review, numbers of clients served, staffing data, and follow-up. Because of the present structure of North Carolina government, the follow-up component may be difficult, if not impossible, to implement. A review of the legal base upon which each agency operates may reveal a need for modification of laws to allow for follow-up. It may require cooperation and coordination of programs not previously practiced.

In order to verify the worth of its programs, each Stage agency must be able to assess its program thrusts and should, therefore, establish an evaluation function within its operation and take whatever action may be necessary to make it legally functional.

4. Each agency should develop a carefully delineated system for informing the public about the results of the evaluation of programs.

It is apparent from criticism of education and training programs by the media that a good public information system is imperative for the operation of those programs. Through an evaluation system, an agency would be able to show how effective a program is. Informing eligible persons of the services and their effectiveness then becomes the issue.

All too often persons who most need the services, such as school dropouts unable to find employment because of lack of education and job training, are unaware of where to obtain help. The follow-up component of the evaluation system proposed in recommendation 3 would provide an identification process, but helping the person find a source of assistance would necessitate a good public information system.

A system for correlating the information among the agencies would then make providing services even more efficient. Not only must the public know about the programs available, but other agencies must know in some detail what kinds of programs are available and where they are.

A full-fledged campaign to inform the public and governmental agencies of the services available through State government, how effective those services are, and where the services may be secured should be launched. This campaign could result in a better public image for those service-providing programs and for State government.

"YOUR OPINION, PLEASE!"

Drop in Box

1) Are you aware of JTPA (Job Training Partnership Act) programs in your institution? Yes 244 No 74 = 318

2) If yes, are the JTPA programs coordinated with the vocational programs in your institution?

Yes 164 No 28 Do not know 87 = 268

3) If yes, what is being done by the state (and your local PIC [Private Industry Council] and institution) to improve coordination between JTPA and vocational education programs? Please be specific.

Regular Meetings

Strong Advisory Committees

Interface with Student Financial Aid

Joint Planning

Your Position

10-86

CITATION OF REFERENCES

(1) STATE ADMINISTERED EMPLOYMENT AND TRAINING PROGRAMS, AN INVENTORY OF JTPA RELATED PROGRAMS, issued by the Office of State Budget and Management, May 16, 1986.

(2) THE NORTH CAROLINA COMMUNITY COLLEGE STUDY: MISSION, ENROLLMENT AND STAFFING PATTERNS, FUNDING PROCEDURES, AND ADMINISTRATION AND GOVERNANCE, FINAL REPORT, prepared for The North Carolina State Board of Community Colleges by the Research Triangle Institute, May 1986.

(3) NORTH CAROLINA'S BLUEPRINT FOR ECONOMIC DEVELOPMENT: A Strategic Business Plan for Quality Growth, issued by the North Carolina Commission on Economic Development, no date (released in late summer of 1986).

(4) VOCATIONAL EDUCATION STUDY, FINAL REPORT, prepared for the State of North Carolina Joint Legislative Commission on Governmental Operations by the Center for Education Studies, Research Triangle Institute, November 1986.

(5) NORTH CAROLINA COMMISSION ON JOBS AND ECONOMIC GROWTH, REPORT, November 12, 1986.

(6) THE EDUCATION OF NORTH CAROLINA'S TEACHERS: A Report to the 1987 North Carolina General Assembly, from the Task Force on the Preparation of Teachers of the Board of Governors of the University of North Carolina, November 14, 1986.

(7) STATE OF NORTH CAROLINA OPERATIONAL AUDIT REPORT, NORTH CAROLINA JOB TRAINING PARTNERSHIP ACT PROGRAM, issued by the Office of the State Auditor, December 1986.

SECTION 9

What does it take to earn top salary as a community college president?

STATE ADVISORY COUNCIL ON VOCATIONAL EDUCATION

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(919) 733-2064

CHARLIE WIYGUL
CHAIRMAN

E. MICHAEL LATTA
EXECUTIVE DIRECTOR

February 2, 1987

Mr. William Murdoch, Chairman
Committee on Salary Schedule for
Presidents
3 Lawton Lane
Salisbury, North Carolina 28144

Dear Bill:

Thank you for the privilege of commenting on the salary schedule for institution presidents in the North Carolina Community College System. An effective salary plan that will attract and hold top-flight leadership in each of the fifty-eight institutions is of vital importance to the quality of educational programs afforded North Carolina citizens by their community and technical colleges.

The salary plan now in effect is generally sound. At the time of adoption by the State Board of Community Colleges, although not totally satisfactory to each president, the plan had general support among the presidents. Among other favorable attributes the plan allows room for salary growth of other institution personnel thus avoiding "compression" of professional salaries. The "local salary supplement" approach should continue. I believe this should carry on to allow flexibility in local institutions and to continue the feeling of responsibility to local concerns by presidents.

I would make three recommendations for improvement of the current schedule for presidents:

1. Allow significant step credit for the earned masters degree and the earned doctoral degree.

   This would encourage Boards of Trustees to seek highly educated persons for the top leadership posts. Aspirants to the presidency would be encouraged to continue advanced degree programs.

2. Allow significant salary step credit for educational service in other significant educational leadership posts.

   This would encourage interest in presidencies from the entire pool of experienced and practicing educators. Presidents selected from educators outside the immediate community college family would bring in new ideas and practices to the community college program.

3. Add additional salary ranges for size of institutions.

   This should be possible now that the system of institutions is nearly twenty-five years old and the institutions have stabilized in enrollment patterns. A larger number of "size-salary" categories of institutions would encourage movement of experienced presidents from small to larger institutions.

Bill, I hope that these recommendations will help improve what is now a generally good salary plan for presidents. Let me know if I can help in any way.

Sincerely,

Ben E. Fountain

Ben E. Fountain
Consultant

BEF

SECTION 10

"Now is time for the state's educational enterprise to expand its efforts in making the system function better."

THE STATE ADVISORY COUNCIL ON VOCATIONAL EDUCATION RECOMMENDS THAT THE STATE BOARD OF EDUCATION SET ASIDE FUNDS FROM THE CARL D. PERKINS VOCATIONAL EDUCATION ACT TO EXPAND UPON ITS EFFORTS WITH THE NORTH CAROLINA COUNCIL ON ECONOMIC EDUCATION (NCCEE) IN ORDER TO IMPROVE THE ECONOMIC COMPETENCIES OF VOCATIONAL PERSONNEL IN THE PUBLIC SCHOOLS AND FOR THE STATE BOARD OF COMMUNITY COLLEGES TO INITIATE CONTACT WITH THE NCCEE TO ASCERTAIN IF SIMILAR EFFORTS MIGHT BE UNDERTAKEN FOR VOCATIONAL/TECHNICAL PERSONNEL IN COMMUNITY COLLEGE INSTITUTIONS

Adopted
February 20, 1987

> We, the people of the United States, in order to form a more perfect Union, establish justice, insure domestic tranquility, provide for the common defense, promote the general welfare, and secure the blessings of liberty to ourselves and our posterity, do ordain and establish this Constitution for the United States of America.

This is the Preamble to the Constitution of the United States. Two hundred years ago this year, this statement had little real meaning. It was only words on paper. Today, this Preamble is widely recognized as the introduction to the world's oldest functioning constitution. However, these words still would have little meaning today if the Constitution did not "insure domestic tranquility ... promote the general welfare ... and secure the blessings of ... our posterity."

This Constitution continues to be the force that it is because of this nation's economic system. It is commonly known as the "Free Enterprise System" or more formally called the "Capitalistic System." It is built upon economics, defined as relating to, or concerned with production, distribution, and consumption of commodities. Even with all of the problems in this country and in this state, the economic system continues to work. Now is time for the state's educational enterprise to expand its efforts in making the system function better. One of the ways to do that is through a better understanding of economics. That can be accomplished with greater support through the state's educational institutions.

Today, there are more than 1 million youths enrolled in the state's public schools; more than 600,000 adults each year enroll in the community college institutions. Of these numbers, about 300,000 each year will take a vocational education course in the public secondary schools located throughout the state and about 300,000 adults will take a vocational/technical education course through the 58 community college institutions. About 12,000 personnel (6,000 in each system) are engaged in the administration and/or teaching of vocational/technical education.

The State Advisory Council on Vocational Education, hereinafter referred to as "The Council," believes it would be desirable to expand the economic competencies of the vocational/technical personnel in the public schools and community college institutions. It is difficult for The Council to think about vocational/technical education without thinking about economics. Indeed, the prime purpose of vocational/technical education is to prepare individuals for the world of work.

For some time, the State Board of Education, through the Division of Social Studies in the Department of Public Instruction, has had a major effort in improving the economic competencies of social studies teachers in the public schools. The efforts of the Division of Social Studies has been enhanced by assistance from the North Carolina Council on Economic Education, (NCCEE), formed in 1969 as a private, non-partisan, non-profit education organization. In cooperation with ten (10) public and private colleges and universities, the NCCEE has a network of talented professionals available to assist in improving the economic competencies of public school teachers. It is now time to provide vocational education teachers with these economic competencies. A review of the preparation for most vocational teachers reveals that several categories

of teachers, notably trade and industrial education teachers as well as health occupations teachers have had little preparation in economics. Even those teachers who have had economics in their preservice preparation, the course(s) seems to have been "theory" based. Accordingly, The Council Recommends THAT THE STATE BOARD OF EDUCATION SET ASIDE FUNDS FROM THE CARL D. PERKINS VOCATIONAL EDUCATION ACT TO EXPAND UPON ITS EFFORTS WITH THE NORTH CAROLINA COUNCIL ON ECONOMIC EDUCATION (NCCEE) IN ORDER TO IMPROVE THE ECONOMIC COMPETENCIES OF VOCATIONAL PERSONNEL IN THE PUBLIC SCHOOLS. The amount to be set aside should be $75,000 a year for the next three years and utilized in cooperation with NCCEE.

Likewise, The Council RECOMMENDS THAT THE STATE BOARD OF COMMUNITY COLLEGES INITIATE CONTACT WITH THE NCCEE TO ASCERTAIN IF SIMILAR EFFORTS MIGHT BE UNDERTAKEN FOR VOCATIONAL/TECHNICAL PERSONNEL IN COMMUNITY COLLEGE INSTITUTIONS. It is believed that the NCCEE would give a favorable response to the community college system. "The purpose of the ... [NCCEE] is to promote economic understanding through the development and delivery of economic education programs for teachers and other North Carolina audiences," according to a recent report of NCCEE. If the initial contact with NCCEE by the State Board of Community Colleges is a positive one, The Council suggests that the State Board of Community Colleges cooperate with the State Board of Education in a joint program to improve the economic competencies of vocational/technical personnel in the state. Therefore, The Council RECOMMENDS THAT THE STATE BOARD OF EDUCATION SET ASIDE FUNDS FROM THE CARL D. PERKINS VOCATIONAL EDUCATION ACT TO EXPAND UPON ITS EFFORTS WITH THE NORTH CAROLINA COUNCIL ON ECONOMIC EDUCATION (NCCEE) IN ORDER TO IMPROVE THE ECONOMIC COMPETENCIES OF VOCATIONAL PERSONNEL IN THE PUBLIC SCHOOLS AND FOR THE

STATE BOARD OF COMMUNITY COLLEGES TO INITIATE CONTACT WITH THE NCCEE TO ASCERTAIN IF SIMILAR EFFORTS MIGHT BE UNDERTAKEN FOR VOCATIONAL/TECHNICAL PERSONNEL IN COMMUNITY COLLEGE INSTITUTIONS.

SECTION 11

Change, change, change: the need for change is everywhere -- NOW.

THE STATE ADVISORY COUNCIL ON VOCATIONAL EDUCATION RECOMMENDS THAT THE STATE BOARD OF EDUCATION AND THE STATE BOARD OF COMMUNITY COLLEGES REQUIRE LOCAL BOARDS OF EDUCATION/TRUSTEES, RESPECTIVELY, TO ESTABLISH AND MAINTAIN INDUSTRY-EDUCATION COUNCILS TO REPLACE LOCAL ADVISORY COUNCILS ON VOCATIONAL EDUCATION

Adopted
February 20, 1987

The Research Triangle Institute (RTI) in 1986 prepared a Vocational Education Study: Final Report for the Joint Legislative Commission on Governmental Operations of the North Carolina General Assembly. One of the recommendations in that report was for the State Board of Education and the Department of Public Instruction to: "Support the maintenance of a statewide network of industry-education councils." The State Advisory Council on Vocational Education, hereinafter called "The Council," agrees with this recommendation from the RTI Report, not only for local school systems, but also for community college institutions.

For many years, local school systems as well as community college institutions have had in existance local advisory councils on vocational education. These councils have been used by local education officials to provide an opportunity for the general public as well as local business and industrial representatives to assist in improving the vocational/technical education programs being offered and to determine the kind of programs which might be offered by the educational institutions in the community. Until recently, however, local advisory councils were established to comply with provisions of federal law. The Carl D. Perkins Vocational Education Act, P. L. 98-524, as amended, no longer requires local advisory councils as did the previous federal acts. Nevertheless, the State Board of Education (SBE) and the State Board of Community Colleges (SBCC)

have continued, by policy, to require the establishment of local advisory councils on vocational/technical education. Now is time to rethink that policy and to change it. It is time because the current local advisory councils have largely been ineffective. The Council has found that no more than 30 percent of the local advisory councils are considered effective by local directors of vocational/technical education for public schools and community colleges. Perhaps, local advisory councils have been considered as being ineffective because (1) they were, at that time, required by federal law; and (2) local vocational education directors were unaware of how to utilize them. It has been these factors, among others, that lead The Council to make more than one-half dozen recommendations on the topic of advisory councils over the last eighteen years. The latest recommendation in 1981 stated: THAT BOTH THE STATE BOARD OF EDUCATION AND THE STATE BOARD OF COMMUNITY COLLEGES DETERMINE TRAINING NEEDS FOR LOCAL ADVISORY COUNCILS AND PROVIDE THAT TRAINING AS A REGULAR ACTIVITY. This recommendation is still relevant, as the Division of Vocational Education in the Department of Public Instruction of the State Board of Education has reported that in fiscal year 1986 that there were 3,918 members on local advisory councils. Moreover, in a recent report, issued by the Department of Community Colleges, entitled Business Conference Series: Preliminary Report, which report focused attention on the Textiles and Apparel and Agriculture/Agribusiness and conducted in May/June 1986, respectively, this observation appears regarding advisory committees:

> Advisory committees at the local level are one proven vehicle for maintaining a dialog with ... local business people. The advisory committees meet periodically to review curriculum and discuss changes that would affect on-going programs. Individual colleges should continually seek out more advice and cooperation from business people ....

While it is important to have effective local advisory councils (or the

proposed new name of industry-education councils), it will not happen without a "maintenance" effort, as was recommended in the RTI Report. The word "maintenance" can be interpreted to include a number of efforts. Two dictionary definitions that best fits The Council's view of the word "maintenance" are: (1) "the provisions, supplies, or funds needed to live on or means of sustenance," and (2) "the labor of keeping something in a state of repair or efficiency." Industry-education councils cannot and will not function in a vacuum. In other words, maintenance of industry-education councils will be needed by both the state education boards as well as local education boards. If vocational/technical education is going to make the progress in the state as envisioned by the RTI Report, a statewide network of industry-education councils is essential. If these councils are undergirded with local support and nurtured, they can be useful, if allowed to function. The development of strong, effective industry-education councils, it should be understood, will not occur overnight. Indeed, the development of local industry-education councils by local education boards will parallel its efforts with students; it is a long-term process and "quick-fixes" should be avoided. Notwithstanding this understanding, local boards of education and local boards of trustees should undertake the development of industry-education councils so as to continue to improve the vocational/technical programs in their communities.

The Council is charged by federal law and the implementing federal regulations, among other duties, to:

> Advise the State Board ... concerning –
>
> Policies the State should pursue to strengthen vocational education, with particular attention to programs for the handicapped;
>
> Initiatives and methods the private sector could undertake

to assist in the modernization of vocational education programs;

Submit recommendations to the State Board on the conduct of vocational education programs conducted in the State which emphasize the use of business concerns and labor organizations; and

Recommend procedures to the State Board to ensure and enhance the participation of the public in the provision of vocational education at the local level within the State, particularly the participation of local employers and local labor organizations.

Accordingly, it is recommended by The Council THAT THE STATE BOARD OF EDUCATION AND THE STATE BOARD OF COMMUNITY COLLEGES REQUIRE LOCAL BOARDS OF EDUCATION/ TRUSTEES, RESPECTIVELY, TO ESTABLISH AND MAINTAIN INDUSTRY-EDUCATION COUNCILS TO REPLACE LOCAL ADVISORY COUNCILS ON VOCATIONAL EDUCATION.

SECTION 12

"For many students, school counseling is 'too little too late'."

THE STATE ADVISORY COUNCIL ON VOCATIONAL EDUCATION RECOMMENDS THAT THE STATE BOARD OF EDUCATION SEEK A STATEWIDE LEGISLATIVE POLICY FOR GUIDANCE IN THE PUBLIC SCHOOLS

Adopted
February 20, 1987

This recommendation was made to the State Board of Education in 1983. The recommendation was based on an earlier Conference on Guidance in 1976 held by the State Advisory Council on Vocational Education, hereinafter called "The Council." There is no reason to believe that the critical issues concerning Guidance in 1976 and in 1983 have changed substantially. Indeed, a report released in 1986 by the College Board titled Keeping the Options Open concluded that "For many students, school counseling is 'too little to late'." The Council drew a similar conclusion in a 1976 "Position Statement on Guidance" that stated: "We believe that guidance in North Carolina, at any level of school operation, is best described as a nonsystem. It is characterized by lack of an overall policy to direct it ...." The Council reiterates this statement even though much has been done to improve guidance since 1976. For example, the State Board of Education adopted a Master Plan for Elementary and Secondary Guidance in North Carolina in 1979 after The Council recommended such a Plan be developed. (Parenthetically, it took two years after The Council made the recommendation before the recommendation was on the agenda of the State Board of Education.)

Now the State Board of Education is engaged in implementing the Basic Education Program (BEP). One component of the BEP is that by the fall of 1992 that there will be one counselor for every 400 students in average daily membership (ADM). While The Council believes this is an admirable goal to work toward, The Council also believes that its recommendation to establish a

legislative policy for guidance is desirable. As The Council pointed out in 1983, "presently, the state's education code contains only one provision on guidance. It reads: 'Information given to a school counselor to enable him to render counseling services may be privileged ....' The Council recommends that the next move be for the State Board of Education to seek legislature authority for school guidance - authority that establishes a legislative policy on ... guidance in our state." Since this recommendation has not been addressed and since the BEP makes a request for one counselor for every 400 students in ADM by the fall of 1992, The Council respectfully recommended again THAT THE STATE BOARD OF EDUCATION SEEK A STATE-WIDE LEGISLATIVE POLICY FOR GUIDANCE IN THE PUBLIC SCHOOLS.

SECTION 13

For us to be able to trust our mechanics, the mechanics-in-training must be able to trust their teachers.

THE STATE ADVISORY COUNCIL ON VOCATIONAL EDUCATION RECOMMENDS THAT THE STATE BOARD OF EDUCATION AND THE STATE BOARD OF COMMUNITY COLLEGES PERMIT THE USE OF "AUTOMOTIVE TECHNOLOGY" AS THE NAME FOR ANY AUTOMOTIVE MECHANICS PROGRAM WHEN TWO ADDITIONAL STANDARDS ARE ACHIEVED AT THE LOCAL LEVEL. THE TWO ADDITIONAL STANDARDS ARE THAT EACH TEACHER OF AUTOMOBILE MECHANICS IN A SCHOOL BE DESIGNATED AS A MASTER AUTOMOTIVE TECHNICIAN AND THAT THE PROGRAM BE EVALUATED AND CERTIFIED BY THE NATIONAL INSTITUTE FOR AUTOMOTIVE SERVICE EXCELLENCE

Adopted
February 20, 1987

In pursuit of excellence – this is the goal for all education programs. But, how do we achieve that goal; how do we assure the public that standards are in place to guarantee excellence? The State Advisory Council on Vocational Education, hereinafter called "The Council," spoke to this issue in a significant manner when on May 23, 1986 we recommended that:

> THE STATE BOARD OF EDUCATION AND THE STATE BOARD OF COMMUNITY COLLEGES IN ADDITION TO ANY OTHER STANDARDS ESTABLISHED BY THESE BOARDS REQUIRE ALL AUTOMOBILE MECHANICS TEACHERS WHO ARE EMPLOYED AND PAID WITH STATE OR FEDERAL FUNDS TO TEACH IN PUBLIC SCHOOLS OR COMMUNITY COLLEGE INSTITUTIONS TO ACQUIRE AND MAINTAIN THE DESIGNATION OF MASTER AUTOMOTIVE TECHNICIAN AVAILABLE THROUGH THE NATIONAL INSTITUTE FOR AUTOMOTIVE SERVICE EXCELLENCE.

While to-date, the State Board of Education and the State Board of Community Colleges have not responded to this recommendation, the North Carolina Automobile Dealers Association's Executive Vice President is on record in support of this concept.

Now, it is time to once again attempt to improve the quality of automobile mechanics instruction in our public schools and community college institutions. It is time because there is some evidence that efforts are underway in some quarters to change the name of the program from "automotive mechanics" to "automotive technology." The Council supports a name change, but only if there is a corresponding improvement in the quality of the program. In other words, an automotive mechanics program should be designated as an "automotive technology"

program when additional standards are in place to assure the public of improved quality, not to mislead the public with only a name change.

The Council believes there are, at least, two additional standards which should be in place before an automotive mechanics program could be designated as an "automotive technology" program. They are: (1) that an automobile mechanics teacher has obtained the recognition as a Master Automotive Technician (as specified in our previous recommendation of May 23, 1986) and (2) that the program has been evaluated and certified by the National Institute for Automotive Service Excellence (ASE) upon the recommendation of the National Automotive Technicians Education Foundation (NATEF). NATEF's goals are to develop and to encourage automotive education. The foundation examines the structure and resources of an automotive training program and evaluates it in relation to nationally accepted standards of quality in the following areas: Purpose; Administration; Learning Resources; Finances; Student Services; Instruction; Equipment; Facilities; Instructional Staff, and Cooperative Work Agreements. To further the effort of voluntary evaluation and certification of automotive training programs in our state, any secondary school or community college institution that desires to designate an automotive mechanics program as an "automotive technology" program should be evaluated and certified by the National Institute for Automotive Service Excellence (ASE) before a program can be so designated. The cost in seeking the evaluation and certification is approximately $500; however, such cost could be underwritten with the program improvement funds available from the Carl D. Perkins Vocational Education Act, or by, for example, local automobile businesses. Therefore, THE STATE ADVISORY COUNCIL ON VOCATIONAL EDUCATION RECOMMENDS THAT THE STATE BOARD OF EDUCATION AND THE STATE BOARD OF COMMUNITY COLLEGES PERMIT THE USE OF "AUTOMOTIVE TECHNOLOGY" AS THE NAME FOR ANY AUTOMOTIVE

MECHANICS PROGRAM WHEN TWO ADDITIONAL STANDARDS ARE ACHIEVED AT THE LOCAL LEVEL. THE TWO ADDITIONAL STANDARDS ARE THAT EACH TEACHER OF AUTOMOBILE MECHANICS IN A SCHOOL BE DESIGNATED AS A MASTER AUTOMOTIVE TECHNICIAN AND THAT THE PROGRAM BE EVALUATED AND CERTIFIED BY THE NATIONAL INSTITUTE FOR AUTOMOTIVE SERVICE EXCELLENCE.

SECTION 14

Let's put people with applicable experience in charge of preparing our future work force.

STATE ADVISORY COUNCIL ON VOCATIONAL EDUCATION

530 NORTH WILMINGTON STREET
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(919) 733-2064

CHARLIE WIYGUL
CHAIRMAN

E. MICHAEL LATTA
EXECUTIVE DIRECTOR

February 20, 1987

The Honorable James G. Martin
Governor of North Carolina
State Capitol
Raleigh, North Carolina

Dear Governor Martin:

First, let me thank you for your service to this state and its people. It is a pleasure to have an opportunity to work with you to improve education in general and vocational education in particular.

Second, as you know, one of the duties of the State Advisory Council is to give you, the Governor, advice on matters that it thinks will have substantial impact on improving vocational/technical education. In this regard, it is the view of The Council that significant progress can be made if you will continue to appoint business and/or industrial leaders to the State Board of Education and to the State Board of Community Colleges.

As you are aware, on or about April 1, 1987, you are required by the General Statutes to appoint three (3) individuals to be members of the State Board of Education. While you have already indicated one of your appointees, a businessman, the Council believes it would be desirable for you to appoint additional business and/or industrial leaders to fill the two other positions on the State Board of Education. Accordingly, The Council recommends this action by you.

Likewise, on or before June 30, 1987, the General Statutes require you to appoint three (3) individuals to the State Board of Community Colleges. Again, the Council recommends that you appoint or reappoint individuals with strong business and/or industrial relationships in this state.

The Council believes that these education boards will respond to the needs of the people and consider the future job possibilities when most of the members of the State Board of Education and the State Board of Community Colleges are business and/or industrial leaders. Thank you for your consideration of these recommendations.

My best to you.

Sincerely,

Charlie Wiygul

Charlie Wiygul

CW

—Major Duty: To Enhance Vocational and Technical Education—

SECTION 15

"... virtually every State agency is involved in vocational/technical education as it relates to its own or related agency/ organization personnel."

THE STATE ADVISORY COUNCIL ON VOCATIONAL EDUCATION RECOMMENDS THAT THE STATE BOARD OF COMMUNITY COLLEGES DEVELOP A PLANNING EFFORT FOR AND WITH THE STATE BOARD OF EDUCATION TO THE END OF ESTABLISHING A COMPREHENSIVE MODEL TO PROVIDE THE NECESSARY TRAINING, PRESERVICE AND/OR IN-SERVICE, FOR ALL NONCERTIFIED PERSONNEL EMPLOYED BY LOCAL BOARDS OF EDUCATION

Adopted
May 15, 1987

The community college institutions have been identified in recent years as the "presumptive deliverer of training" in the state. However, the State Advisory Council on Vocational Education, hereinafter called "The Council," has stated that it is presumptuous to believe that the community college institutions can fully achieve this distinction. A Vocational Education Study, developed by the Research Triangle Institute (RTI) in 1986, indicates that "... virtually every State agency is involved in vocational/technical education as it relates to its own or related agency/organization personnel" (page D.1).

If community college institutions are to achieve more nearly the distinction of being the "presumptive deliverer of training" in the state, major efforts need to be planned and formulated by the State Board of Community Colleges (SBCC). Essential to these major efforts is to continue to support the needed training for the businesses and industries in the state. Additional new efforts will need to be undertaken by the SBCC. For example, what if community college institutions undertook the training and retraining for all of the noncertified personnel in the public schools? Noncertified personnel are employees that local boards of education employ who are not required to be "certified" to practice by the State Board of Education (SBE). (The noncertified employee, however, may be certified by his trade association and/or by state licensure, such as a licensed electrician.) The following chart shows some types of full-time noncertified personnel, as of October 1, 1985, that were employed by local boards of education.

CHART OF NONCERTIFIED PERSONNEL*										
Activity Assignment	Source of Funds					Sex		Race/Ethnic Origin		
Classification	State	Federal	Local	Voc.**	Total	Male	Female	White	Black	Other
Teachers Aides	13,441	1,086	1,791	119	16,437	356	16,081	11,527	4,666	244
Technicians	57	16	257	1	331	153	178	284	47	-
Clerical/Secretarial	2,610	173	2,587	53	5,423	98	5,325	4,590	778	55
Service Workers	5,986	700	10,176	4	16,866	4,535	12,331	9,301	7,463	102
Skilled Crafts	836	3	1,430	-	2,269	2,217	52	1,830	393	46
Laborers, Unskilled	129	-	290	-	419	364	55	212	206	1
TOTAL	23,059	1,978	16,531	177	41,745	7,723	34,022	27,744	13,553	448

*Data taken from North Carolina Public Schools Statistical Profile, 1986, p.I-34.
**Voc. means vocational funds.

As the chart indicates, about 42,000 noncertified personnel were employed in the public schools of the state more than a year ago. This number is expected to grow by an estimated 9,000 by July 1, 1993 when the Basic Education Program (BEP) is scheduled to be fully funded, making a total of over 50,000 noncertified personnel employed full-time in the public schools. Add to this the fact that the 1987 General Assembly is considering assuming the cost of approximately 8,000 "locally" funded custodial and maintenance positions in the referenced chart. Should this action be taken by the General Assembly, the state will be underwriting the costs for most personnel (certified and noncertified), as the BEP is implemented. In concert with the implementation of the BEP, The Council recommends that the SBCC develop a planning effort for and with the SBE to the end of establishing a comprehensive model to provide the necessary training through the 58 community college institutions for all noncertified personnel employed by local boards of education.

In making this recommendation, The Council is aware that community college

institutions are already working with many local boards of education in a number of training and retraining efforts. For example, local institutions provide training for cafeteria workers and managers, but these efforts, and others of a similar nature, usually have not been planned and stimulated by the Department of Community Colleges in recent years. In view of the large scale efforts underway to implement the BEP, and, in view of the fact that community college institutions are to serve the state's job training needs as its first priority, The Council believes that the SBCC should offer its assistance to the SBE, especially with the training and retraining of noncertified personnel in the public schools. As important as this model for training is, The Council believes, if the comprehensive model is successful, that it could be adapted for other governmental support personnel (this term is synonymous with noncertified personnel). For example, the model could be used for training the support personnel in the public universities as well as for the training needs for state agency personnel located throughout the state. Indeed, the model could be used to provide the needed training for the support personnel in the community college institutions.

One of the critical questions for such an effort is the cost. The Council proposes that the SBCC seek, as a part of its comprehensive training model, an exemption from the payment of tuition and registration fees of all full-time noncertified personnel employed by local boards of education. The Council believes that the SBE would join the SBCC in making this exemption request to the General Assembly. Indeed, such an exemption for the training of noncertified personnel could be offered as a fringe benefit to noncertified personnel similar to a training benefit that is currently available to state government professional as well as support personnel. (Parenthetically, it is important to

make a distinction between state-paid and state government employees. Noncertified personnel, as well as professionals, employed by local boards of education, for example, are not state government employees even though they may be state-paid.) There is a clear precedent for an exemption from tuition and registration fees since the General Assembly has exempted by statute over a dozen different groups, including "all full-time custodial employees of the Department of Correction" as well as prison inmates, as examples (G.S. 115D-5). Such an exemption, while it is likely to be costly to the state, should be more than offset by the improved productivity of the noncertified personnel. Moreover, because the state is scheduled to assume the personnel cost of most of the noncertified employees in the public schools, it is desirable for the SBE to set statewide noncertified employee standards which are not established at this time. The setting of employee standards, including appropriate education and training, would likely necessitate a training effort for the noncertified employees.

Accordingly, THE COUNCIL RECOMMENDS THAT THE STATE BOARD OF COMMUNITY COLLEGES DEVELOP A PLANNING EFFORT FOR AND WITH THE STATE BOARD OF EDUCATION TO THE END OF ESTABLISHING A COMPREHENSIVE MODEL TO PROVIDE THE NECESSARY TRAINING, PRESERVICE AND/OR IN-SERVICE, FOR ALL NONCERTIFIED PERSONNEL EMPLOYED BY LOCAL BOARDS OF EDUCATION.

SECTION 16

How effective is the dual enrollment policy?

THE STATE ADVISORY COUNCIL ON VOCATIONAL EDUCATION RECOMMENDS THAT THE STATE BOARD OF EDUCATION AND THE STATE BOARD OF COMMUNITY COLLEGES UNDERTAKE A JOINT REVIEW AND EVALUATION OF THE UTILIZATION, EFFICIENCY, AND EFFECTIVENESS OF THE DUAL ENROLLMENT POLICY FOR HIGH SCHOOL STUDENTS AND THE STATUTORY COOPERATIVE PROGRAMS WITH HIGH SCHOOLS

Adopted
May 15, 1987

The North Carolina Community College System was established by legislative action in 1963 to serve adults and out-of-school youth over age sixteen with comprehensive education in the two-year college parallel, technical, vocational, and general adult education program areas. The State Board of Education (SBE) governed the community colleges as well as the public school system of the state until 1981 when the State Board of Community Colleges (SBCC) was created by the General Assembly. The State Board of Education developed a policy on articulation for the two systems of education although it never was fully implemented. Yet, the State Board of Education was firm in maintaining that public-school-age students be served by the public schools and that the community college institutions serve only high school graduates or those students beyond the compulsory age limit of the public school system who have left the public schools.

In 1979, however, the SBE (and in 1982, the SBCC) modified the adult education mission of the community college system to allow concurrent enrollment of high school students under limited conditions, better known as the "Dual Enrollment Policy." In 1983, the General Assembly enacted the "Huskins Bill" to permit "statutory cooperative programs" between a local school system and a community college institution. The "Huskins Bill" is named for the sponsor of the legislation, the Honorable J. P. Huskins. He is currently a member of the SBCC. The "Huskins Bill" permits college credit courses to be offered to high school students, provided a local education board and a local community college board agree, and it is approved by SBCC.

Prior to the enactment of the "Huskins Bill," the Community Schools Act of 1977 was enacted by the General Assembly. The major purpose of this act was to keep the public schools open after normal operating hours so the schools could be used by the people for various purposes. This Act has encouraged the public schools to become engaged in adult education activities in cooperation with local service agencies, including but not limited to community college institutions. The advent of the "dual enrollment policy," the "Huskins Bill," and the Community Schools Act have modified the original 1963 concept that adult education was to be provided by the community college system and that the education of youth was to be provided by the public school system.

The State Advisory Council on Vocational Education, hereinafter referred to as "The Council," believes that sufficient time has elapsed since the changes have occurred to warrant a review of their impact. The Council is aware that the SBE and the SBCC considered cooperative programming and dual enrollment of high school students in community college institutions during a joint session on January 8, 1987. The Council is also aware of an agreement betweem these boards that calls for adding members from the public school system and community college institutions to a task force established to consider the future of cooperative programming. The timeliness of the task force and in conjunction with its work, the Council believes that the SBE and the SBCC should undertake a joint review and analysis of the "dual enrollment policy" and the implementation of the "Huskins Bill." Relevant issues and concerns should be addressed in this comprehensive study, including, but not limited to, the following:

1. Missions of the community college system and public school system;
2. Necessary and unnecessary duplications of educational services by the two systems of education;
3. Total cost (federal, state, and local) for high school students who are taught by both the community college institutions as well as by the high schools;

4. Whether these programs should remain open to public and private schools or be limited to public education institutions;

5. Impact of high school students being taught by "non-certified teachers" from a community college institution while receiving high school credit;

6. Potential for reducing courses taught in high schools because of high school students enrolled in community college institutions; and

7. Methods and means of payment for community college tuition, fees, textbook costs, and transportation expenses.

In 1979, the Council stated that, "No issue is currently more important than to DEVELOP A CONSISTENT POLICY ON ADULT EDUCATION." (See A Time To Develop, pp. 13-17). The Council reaffirms that statement and now RECOMMENDS THAT THE STATE BOARD OF EDUCATION AND THE STATE BOARD OF COMMUNITY COLLEGES UNDERTAKE A JOINT REVIEW AND EVALUATION OF THE UTILIZATION, EFFICIENCY, AND EFFECTIVENESS OF THE DUAL ENROLLMENT POLICY FOR HIGH SCHOOL STUDENTS AND THE STATUTORY COOPERATIVE PROGRAMS WITH HIGH SCHOOLS.

SECTION 17

There needs to be a limit on administrative costs!

THE STATE ADVISORY COUNCIL ON VOCATIONAL EDUCATION RECOMMENDS THAT THE STATE BOARD OF EDUCATION (SBE) AND THE STATE BOARD OF COMMUNITY COLLEGES (SBCC) ESTABLISH AT THE STATE LEVEL AN ADMINISTRATIVE CHARGE OF NOT MORE THAN FIVE PERCENT AGAINST THE FUNDS MADE AVAILABLE THROUGH THE CARL D. PERKINS VOCATIONAL EDUCATION ACT AND TO EXAMINE THE ADMINISTRATIVE COSTS MADE AGAINST ANY OTHER FEDERAL EDUCATION FUNDS TO THE END OF SETTING STATEWIDE MAXIMUM ADMINISTRATIVE CHARGES

Adopted
May 15, 1987

The State Advisory Council on Vocational Education, hereinafter called "The Council," was established in North Carolina pursuant to a provision in the Carl D. Perkins Vocational Education Act (VEA), P.L. 98-524, as amended. This law requires The Council to be established if the state desires to receive funds appropriated by the U.S. Congress to accomplish the purposes of the VEA. Among other duties, The Council is required to assess and report on the distribution of financial assistance under the Act. In consideration of this duty of The Council, it is necessary to know that the VEA permits the state to use seven percent of the grant each year for administration.

The term "administration" means "activities of a state necessary for the proper and efficient performance of its duties under this act, including supervision, but does not include curriculum development activities, personnel development, technical assistance, or research activities." (State Plan for Vocational Education FY 1986-1988, Exhibit 2, page 3, adopted by the SBE and the SBCC.)

North Carolina's vocational grant for FY 1986-87 is $23.7 million. The State Plan budgets administration costs as follows:

	Department of Public Education	Department of Community Colleges	Total
Amount	$1,203,339	$ 276,669	$1,580,008
Percent	8.04	3.68	6.66
(Positions)	(27.8)	(3)	(30.8)

This data shows that the Department of Public Education (DPE) exceeds the seven percent maximum, whereas the Department of Community Colleges (DCC) is below the maximum level, with an overall average of about 6.5 percent administrative cost at the state level. The thirty (30) state positions have been established to implement vocational education programs funded from the approximately $25 million grant. (Attached are the state positions for DPE and for DCC during fiscal year 1986-87.)

It is the view of The Council, notwithstanding the permissive federal legislation which allows up to seven percent of the grant each year to be used for administrative purposes, that the SBE and the SBCC should establish an administration rate of not greater than five percent against the VEA funds for the duration of the Act. The Council so recommends.

In order to secure the funds made available by the Congress under the authority of the VEA, the SBE and the SBCC are required to develop a State Plan which describes, among other components, the use of the funds. The VEA requires that The Council is to be utilized in developing the Plan. One of the components of the State Plan is to:

> describe the methods proposed for the joint planning and coordination of programs carried out under this Act with programs conducted under the Job Training Partnership Act, the Adult Education Act, title I of the Elementary and Secondary Education Act of 1965 as modified by chapter I of the Education Consolidation and Improvement Act, the Education of the Handicapped Act, and the Rehabilitation Act of 1973, and with apprenticeship training programs.

The Council believes it would be desirable for the SBE and the SBCC to determine the administrative charges made against the aforementioned federal funds that are either directly administered by these boards or any flow-through funds for which the boards are the administrative entities under contract; for example, the Job Training Partnership Act (JTPA) funds.

The Council's limited investigation into administrative charges reveals that allowances in selected federal programs vary from zero up to fifteen (15) percent. The Adult Basic Education Act has no limit on administrative costs. Some illustrations follow:

Education Consolidation and Improvement Act, Chapter I	- up to 1%
Education Consolidation and Improvement Act, Chapter II	- 5%
Education of the Handicapped Act	- up to 15%
Job Training Partnership Act (78% funds)	- up to 15%*
Adult Basic Education Act	- unlimited**

The issue of administration costs is not new. Administrative costs have been discussed from time to time by the Joint Appropriations Committee on Education, and other legislative committees in the General Assembly, usually as these costs relate to the budgets for the DPE and the DCC. Most often the concerns have focused on expenditures of state funds, although not exclusively.

In a related matter, overall federal spending at the local level has also been a legislative concern. For example, the Legislative Commission on Children with Special Needs made a recommendation to the State Board of Education in a report to the 1987 Session of the General Assembly as follows:

> After a review of allotment and spending practices for federal funds, the State Board of Education should adopt policy to insure full utilization of federal funds on a timely basis and to facilitate more equal spending of state and federal dollars by local school administrative units on behalf of special needs children.***

What are the current spending patterns for administration? In the 1986-87 year, state and local budget estimates for administration vary widely among education agencies and at state and local levels as shown below:

*Federal law requires that at least 70% of JTPA funds must be used for training. Depending on the definition used, it is possible to use up to 30% for administrative purposes.

**Currently, DCC budgets under 4 percent for administration.

***"Report of the Legislative Commission on Children with Special Needs, 1985-1986," page 2, February 1, 1987.

	Administration Costs	
	DPE	DCC
State Education Agencies	1.7%	2.6%
Local Education Agencies and Institutions	1.85%	37.5%*

DPE's 1.7 percent represents $47.7 million of a $2,726.4 million budget. This compares with DCC's 2.6 percent, or $8.2 million out of $307.4 million. (It may be argued that a combined $2.7 billion budget for public instruction and local schools, the largest single budget in state government, distorts DPE's budget.)

The State Board of Education did establish a policy limiting local school spending for administration for one program in September 1986. It set local administration spending at no more than 15 percent for the Education Consolidation and Improvement Act, Chapter I programs. While it is not the purpose of this paper to speak to the administrative charges made against federal expenditures at the local education level, The Council strongly suggests that local administration spending be reviewed by both the SBE and the SBCC.

In the meantime, both boards should establish appropriate administration spending maxima at the state level, nothwithstanding federal laws that may permit an amount greater than that determined necessary by the SBE and the SBCC. Accordingly, THE STATE ADVISORY COUNCIL ON VOCATIONAL EDUCATION RECOMMENDS THAT THE STATE BOARD OF EDUCATION (SBE) AND THE STATE BOARD OF COMMUNITY COLLEGES (SBCC) ESTABLISH AT THE STATE LEVEL AN ADMINISTRATIVE CHARGE OF NOT MORE THAN FIVE PERCENT AGAINST THE FUNDS MADE AVAILABLE THROUGH THE CARL D. PERKINS VOCATIONAL EDUCATION ACT AND TO EXAMINE THE ADMINISTRATIVE COSTS MADE AGAINST ANY OTHER FEDERAL EDUCATION FUNDS TO THE END OF SETTING STATEWIDE MAXIMUM ADMINISTRATIVE CHARGES.

*Formula funds only. Administration costs were not available for the total budget.

N.C. DEPARTMENT OF PUBLIC EDUCATION
VOCATIONAL EDUCATION FEDERAL EMPLOYEE ANALYSIS
FEBURARY 23, 1987 *

PERSONNEL PAID IN WHOLE OR PART FROM FEDERAL VOCATIONAL EDUCATION FUNDS:

TITLE	DIVISION	SECTION	FUND	PERCENT FEDERAL
ANALYST PROGRAMMER	MANAGEMENT INFORMATION SYSTEMS	PROGRAM IMPROVEMENT-VEIS UNIT	1302	100
ACCOUNTING MANAGER	AUDITING AND ACCOUNTING	AUDITING AND FISCAL SUPPORT	1327	25
ASSISTANT ACCOUNTING MANAGER	AUDITING AND ACCOUNTING	AUDITING AND FISCAL SUPPORT	1327	20
ADMINISTRATIVE ASSISTANT	AUDITING AND ACCOUNTING	AUDITING AND FISCAL SUPPORT	1327	50
ACCOUNTING CLERK	AUDITING AND ACCOUNTING	AUDITING AND FISCAL SUPPORT	1327	100
ACCOUNTING CLERK	AUDITING AND ACCOUNTING	AUDITING AND FISCAL SUPPORT	1327	100
ACCOUNTING CLERK	AUDITING AND ACCOUNTING	AUDITING AND FISCAL SUPPORT	1327	25
ACCOUNTING CLERK	AUDITING AND ACCOUNTING	AUDITING AND FISCAL SUPPORT	1327	86
ACCOUNTING TECHNICAN	AUDITING AND ACCOUNTING	AUDITING AND FISCAL SUPPORT	1327	50
ACCOUNTING CLERK	AUDITING AND ACCOUNTING	AUDITING AND FISCAL SUPPORT	1327	50
SPECIAL ASSISTANT	AUDITING AND ACCOUNTING	DIRECTOR'S AREA	1327	25
CONSULTANT,SEX EQUITY AND SPECIAL PROGRAMS	VOCATIONAL EDUCATION	PROGRAM OPERATIONS	1693	50
CHIEF, RESEARCH AND DEVELOPMENT UNIT	VOCATIONAL EDUCATION	PROGRAM IMPROVEMENT	1693	100
CHIEF, VE INFORMATION SYSTEMS UNIT	VOCATIONAL EDUCATION	PROGRAM IMPROVEMENT	1693	100
PLANNING ASSISTANT, VEIS/STATE PLANNING UNITS	VOCATIONAL EDUCATION	PROGRAM IMPROVEMENT	1693	100
ISULTANT, TRADE AND INDUSTRIAL EDUCATION	VOCATIONAL EDUCATION	PROGRAM DEVELOPMENT	1693	100
CONSULTANT, TRADE AND INDUSTRIAL EDUCATION	VOCATIONAL EDUCATION	PROGRAM DEVELOPMENT	1693	100
CONSULTANT, TRADE AND INDUSTRIAL EDUCATION	VOCATIONAL EDUCATION	PROGRAM DEVELOPMENT	1693	100
SECRETARY, TRADE AND INDUSTRIAL EDUCATION	VOCATIONAL EDUCATION	PROGRAM DEVELOPMENT	1693	100
CONSULTANT, VOCATIONAL DEVELOPMENT	VOCATIONAL EDUCATION	PROGRAM DEVELOPMENT	1693	100
CONSULTANT, VOCATIONAL DEVELOPMENT	VOCATIONAL EDUCATION	PROGRAM DEVELOPMENT	1693	100
SECRETARY, BUSINESS/INDUSTRIAL ARTS EDUCATION	VOCATIONAL EDUCATION	PROGRAM DEVELOPMENT	1693	50
CONSULTANT,SEX EQUITY AND SPECIAL PROGRAMS	VOCATIONAL EDUCATION	PROGRAM OPERATIONS	1696	50
SECRETARY, SEX EQUITY PROGRAMS	VOCATIONAL EDUCATION	PROGRAM OPERATIONS	1696	50
ASSISTANT DIRECTOR	VOCATIONAL EDUCATION	PLANNING AND DEVELOPMENT	1698	100
ASSOCIATE DIRECTOR	VOCATIONAL EDUCATION	PROGRAM OPERATIONS	1698	100
SECRETARY	VOCATIONAL EDUCATION	PROGRAM OPERATIONS	1698	100
CONSULTANT, CIVIL RIGHTS AND SPECIAL PROGRAMS	VOCATIONAL EDUCATION	PROGRAM OPERATIONS	1698	100
SECRETARY, CIVIL RIGHTS	VOCATIONAL EDUCATION	PROGRAM OPERATIONS	1698	50
STATISTICAL ASSISTANT	VOCATIONAL EDUCATION	PROGRAM OPERATIONS	1698	100
ASSOCIATE DIRECTOR	VOCATIONAL EDUCATION	PROGRAM IMPROVEMENT	1698	100
WORD PROCESSING OPERATOR	VOCATIONAL EDUCATION	PROGRAM IMPROVEMENT	1698	100
PUBLIC INFORMATION CONSULTANT	VOCATIONAL EDUCATION	PROGRAM IMPROVEMENT	1698	100
ASSOCIATE DIRECTOR	VOCATIONAL EDUCATION	PROGRAM DEVELOPMENT	1698	100
SECRETARY	VOCATIONAL EDUCATION	PROGRAM DEVELOPMENT	1698	100

*Provided by the Controller's Office of the State Board of Education.

PERSONNEL PAID IN WHOLE OR IN PART FROM
FEDERAL VOCATIONAL EDUCATION FUNDS *

Title	% Federal
State Plan Coordinator	100%
State Plan Coordinator - Sex Equity	100%
Secretary	100%

*Provided by the Vice President for Finance of the Department of Community Colleges of the State Board of Community Colleges.

SECTION 18

The people who are directly affected should have a voice in decision-making.

STATE ADVISORY COUNCIL ON VOCATIONAL EDUCATION

530 NORTH WILMINGTON STREET
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(919) 733-2064

CHARLIE WIYGUL
CHAIRMAN

E. MICHAEL LATTA
EXECUTIVE DIRECTOR

May 15, 1987

The Honorable James G. Martin
Governor of North Carolina
State Capitol
Raleigh, North Carolina 27611

Dear Governor Martin:

As you will recall, the General Assembly in 1986 enacted a law which authorized you to appoint two student advisors to the State Board of Education. Some months ago, you appointed two student advisors to the Board.

During the April 1987 meeting of the State Board, one of the student advisors, Gene Dunn, made a report to the Board regarding the concerns of students. One of those concerns was that vocational education be given more attention in the secondary schools. After thinking about this expressed concern from students, The Council recommends, as you make future appointments of student advisors to the State Board of Education, that one of the student advisors be a vocational education student.

The recommendation is made to you for a number of reasons, not the least of which is that about 300,000 students are enrolled in vocational education in the public secondary schools. Moreover, there are a number of statewide vocational student organizations from which you could select a student leader. In addition, the recent Vocational Education Study, conducted by the Research Triangle Institute (RTI) for the Joint Legislative Commission on Governmental Operations, contained the following finding:

> The study noted the criticality of vocational education in the Public School System and the existence of overwhelming evidence and virtually unanimous opinion that vocational education must play an essential role within the total system of public school education. The study suggested that there should be an increased emphasis (rather than a decreased role) in the total public school curriculum on preparation of pupils for the world of work.

Accordingly, The Council recommends that as you make appointments as student advisors to the State Board of Education that one of them be a vocational education student. Thank you for your consideration of this request.

Sincerely,

Charlie Wiygul

Charlie Wiygul

NORTH CAROLINA ADVISORY COUNCIL ON VOCATIONAL EDUCATION
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